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ABSTRACT

This document contains (1) a monograph investigating and describing conditions under which it is cost-beneficial to operate an enriched YCCIP (Youth Community Conservation and Improvement Project) design and (2) a guidebook to work project enrichment. The first sections of the monograph focus on the attributes of an enriched YCCIP activity in Bellingham, Washington, and analyzes enrichment, its costs, risks, and consequences. Subsequent sections combine a description of a parallel, non-enriched labor-intensive comparison site with a comparative evaluation of the parallel projects. Final sections draw summary conclusions and provide a description of important, probably necessary, conditions which were present in the successfully implemented enriched project's program environment. The three-part guidebook begins with a discussion of the Civilian Conservation Corps, the first enriched labor-intensive work project. Parts 2 and 3 have as their subject the history of the successful enriched project in Bellingham--Whatcom Creek Heritage Park and Maritime Heritage Center Project. Part 2 gives a synopsis of the comparative analysis of this project and a parallel work project to ascertain relative costs and benefits of operating an enriched project design. Part 3 lists and discusses seventeen steps for the development of successful "sweat" (labor intensive) work projects. (YLB)

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PROGRAM PROCESS, COSTS AND CONSEQUENCES:
A COMPARATIVE ANALYSIS OF YCCIP ENRICHMENT

AND

A GUIDEBOOK FOR
THE ENRICHMENT OF
LABOR-INTENSIVE WORK PROJECTS

CE 026 612

U.S. DEPARTMENT OF LABOR
EMPLOYMENT AND TRAINING ADMINISTRATION

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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PROGRAM PROCESS, COSTS AND CONSEQUENCES:
A COMPARATIVE ANALYSIS OF YCCIP ENRICHMENT

INTRODUCTION

The Youth Community Conservation and Improvement Projects Program (YCCIP) is a work experience activity for youth which is made available to general purpose units of state and local government. YCCIP is intended to provide targeted young persons, 16-19 years of age, with opportunities to develop a specific set of transferable job skills, a sense of personal pride in work, and a sense of community pride and responsibility.

YCCIP can be regarded as a contemporary variation for youth of the Civilian Conservation Corps (CCC) popularly operated in the 1930's, in that "sweat" work is applied in order to create a visible, tangible product of lasting value.

There are manifold ways jurisdictions can opt to design employment and training activities under YCCIP. The spectrum of tangible products of the youth work effort under the program is as wide as the varying community needs which exist across the nation. Apart from these variations, however, are a set of considerations related to how a project is organized relative to its own institutional milieu, and the resultant impacts upon participants. In this regard, a distinction can be made between designs which are "enriched" and those that are not.

An enriched YCCIP design features: (1) special linkages between organizations nurtured for purposes of enhancing project efficiency and efficacy; (2) exceptions from federal requirements which stipulate the minimum percentage of total resources which must be committed to enrollee wages and fringe benefits, thereby permitting augmentation of supervisory services and supportive services, and materials costs, and (3) heightened program complexity which results from the increased interdependencies which characterize activity scheduling.

Enrichment entails an emphasis on providing skilled supervision for the young participants. Supervisors, who are skilled craftspeople, are responsible for the work content of enriched YCCIP projects. The supervisor serves as a working role model for the youth and provides guidance and assistance in helping them respond appropriately to the demands of the job and of the group work situation. The supervisor provides on-going instruction and training so that the participants can develop good work habits and job skills in pursuit of increased employability.

In writing this document, the researcher applied techniques of qualitative and quantitative summary evaluation in order to analyze the processes and impacts on an

enriched YCCIP activity located in Bellingham, Washington -- the Whatcom Creek Heritage Park project. This monograph investigates and describes the conditions under which it is cost-beneficial to operate an enriched YCCIP design. The analysis considers the costs and outputs of another non-enriched but comparable control site. It uses a battery of cost and benefit variables to reach a conclusion as to whether project results warrant, or are acceptably commensurate with, the additional resource investment and system stress associated with mounting an enriched program design. The monograph also provides a catalogue of considerations for policy-makers who are considering enriched YCCIP projects in their own jurisdictions.

The evaluation analyzes enrichment, its costs, risks, and consequences. A parallel, non-enriched labor-intensive project is analyzed for the purpose of comparison. The first sections of the monograph focus exclusively upon the attributes of the enriched project. Subsequent sections combine a description of the comparison site with a comparative evaluation of the parallel projects. Final writings draw summary conclusions and provide a description of important, probably necessary, conditions which were present in the successfully implemented enriched project's program environment.

The major sections of this monograph are outlined below:

SECTION 1: Physical Objectives of the Whatcom Creek Heritage Park and Maritime Heritage Center Project.

SECTION 2 Characteristics of Enriched Relationships with Labor Organizations, Private Sector, and Local Agencies.

SECTION 3 Catalogue of Objective Costs Associated with the Enriched Project.

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- o Subjective Demand Side-Estimate of Enriched Project Value: Value to the Public and Public Reaction

- o Resultant Expansion of Institutional Linkages
- o Anticipated Cost-Reductions in Future Programs

SECTION 6 Program Characteristics of the Comparison, Non-Enriched Project Juxtaposed with Those of the Enriched Project.

SECTION 7 Benefits of Lasting Value Which Have Been Derived from the Non-Enriched Project Juxtaposed with Measured Benefits of the Enriched Project.

SECTION 8 Summary Analysis and Conclusions.

SECTION 9 Environmental Conditions Which were Present for a Successful, Cost-Beneficial Enriched Project.

SECTION 1

PHYSICAL OBJECTIVES OF THE WHATCOM CREEK HERITAGE PARK AND MARITIME HERITAGE CENTER PROJECT

SECTION I

PHYSICAL OBJECTIVES OF THE WHATCOM CREEK HERITAGE PARK AND MARITIME HERITAGE CENTER PROJECT

The headline in the Bellingham, Washington, Weekly World-Herald of February 8, 1907, read that "Whatcom Creek Park will be Improved During Present." The accompanying article described how a "lagoon and rugged shore will become (an) attractive retreat," stating that "for a place to rest the site will be ideal. Even in its rugged wildness it is so attractive that many people are wont to stray to the city property immediately adjoining the property site near the dam, the rushing roar of the rapids is so deafening as to drown the human voice unless one choices to converse by screaming in discordant tones." Some seventy-one years later, YCCIP funds were marshalled for the construction of Whatcom Creek Park, located on the site of an old sewage treatment plant adjacent to the Bellingham waterfront.

The major work involved in making the park a reality included: (1) the relocation and installation of an existing fence and a new fence; (2) the modification of a sewage treatment tank for fish-rearing purposes; (3) extensive brush clearing; (4) extensive grading of steep slopes; (5) construction of park facilities, including installation of a footbridge across Whatcom Creek; and (6) extensive rehabilitation of an abandoned building for use as a multi-purpose facility.

A cyclone fence several hundred feet long bordered the sewage treatment plant on the park site. To make the park accessible to the public, the fence needed to be taken down and relocated elsewhere. In addition, some new fencing was required to complete enclosure.

Located in the northwest section of the park site, an existing 100 foot diameter sewage treatment tank was stripped of its existing equipment, in preparation for rearing steelhead trout.

Extensive brush had grown along Whatcom Creek. Over one thousand feet of heavily overgrown creekside terrain was cleared to permit the grading of steep slopes so that a trail could be constructed with stairs for places too steep to grade.

Along the north side of the creek, a handrail was built on an existing 200 foot bulkhead to provide a safe scenic viewpoint. Alongside the bulkhead, extending the length of the creek, 565 feet of unit pavers 15 feet wide were laid in order to create a pleasant path to walk on. A large shelter was placed near the unit pavers on the north side of the creek. Other shelters were constructed and placed at appropriate viewing and picnicking locations.

A second phase of the project entailed converting the interior of an existing building, which at one time served as the machinery and administrative building for the city's old sewage treatment plant, to an educational and public use/historical facility. This phase included the following steps:

1. Demolition and salvage of existing equipment;
2. Building of wall partitions, work benches, and shelving;
3. Wiring the building and installing electrical fixtures;
4. Installation of accoustical ceilings;
5. Installation and replacement of interior and exterior doors;
6. Installation of floor coverings;
7. Plumbing of piping systems and restroom fixtures;
8. Painting of interior wall surfaces and sealing of concrete floors;
9. Cement work in constructing steps, and demolition patching.

The objective of this project was nothing less than the construction of an important downtown park on a site which had essentially been abandoned, overgrown, and all but forgotten.

It is interesting to note that the community-based organization which sponsored the project had not originally envisioned a large-scale enriched activity. The community-based organization (CBO) and the City of Bellingham had planned a youth work project of a considerably smaller scope. The original concept more nearly resembled a brush-clearing and modest trial construction endeavor. In the process of developing arrangements for this project, the CBO and the City envisioned a more ambitious one. A fusion of ingredients occasioned the emergence of a large-scale, enriched program concept. These ingredients included: (1) the CBO's consuming interest in program innovation and quality; (2) the City's intermittent interest over a seventy-year period in developing a park with access to the waterfront; (3) the Mayor's intense personal

interest in parks; and (4) the emerging availability of voluntary financial contributions from a major private sector firm in the community which would enable such a creative, ambitious undertaking.

Upon abstractly formulating an expanded and enriched project concept, the CBO established itself as an intermediary between a number of principles who were regarded as critical to the activity's overall success. While the City developed mutual-benefit arrangements with the Georgia-Pacific Corporation to secure a $400,000 voluntary contribution, the CBO strengthened its relationship with organized labor so that quality supervision and productive linkages with apprenticeship tracks could be consolidated. The CBO also brought the local vocational-technical institute into the process for requisite educational support.

The CBO began to function in an intermediary role as the construction contractor. In this capacity, it sought to hire supervisors for the project, but encountered difficulty in recruiting and confidently selecting them when it employed channels other than the local union business agents themselves. In other words, the CBO found that it did not possess the criteria by which to judge the relative quality of the applicants being interviewed. Thus, they formed liaisons with various business agents which included arrangements for selection of supervisors by the agents themselves. On the basis of this experience, the value of intense cooperation and coordination between the various institutions involved became much clearer. The City, the CBO, the local vocational-technical institute, the private sector, and the labor organizations found that regular group communication was fundamental and facilitative; each of the organizations discovered it possessed a wealth of information and services which could be contributed to one another--and thereby to the project as a whole. They concluded that periodic plenary meetings were the best means for getting things done--correctly, quickly, and creatively. A Technical Advisory Committee was formed for the purpose of formalizing these expanded relationships.

A number of other summary clarifications should serve to further convey a fuller sense of the enriched project's scope. The community-based organization could have used a variety of other employment and training grant and program vehicles to implement a program with a different, simpler design. An enriched YCCIP model was selected because the project had tangible, highly visible political and public endorsement. Furthermore, the design was selected because job rotation could teach the basics of all

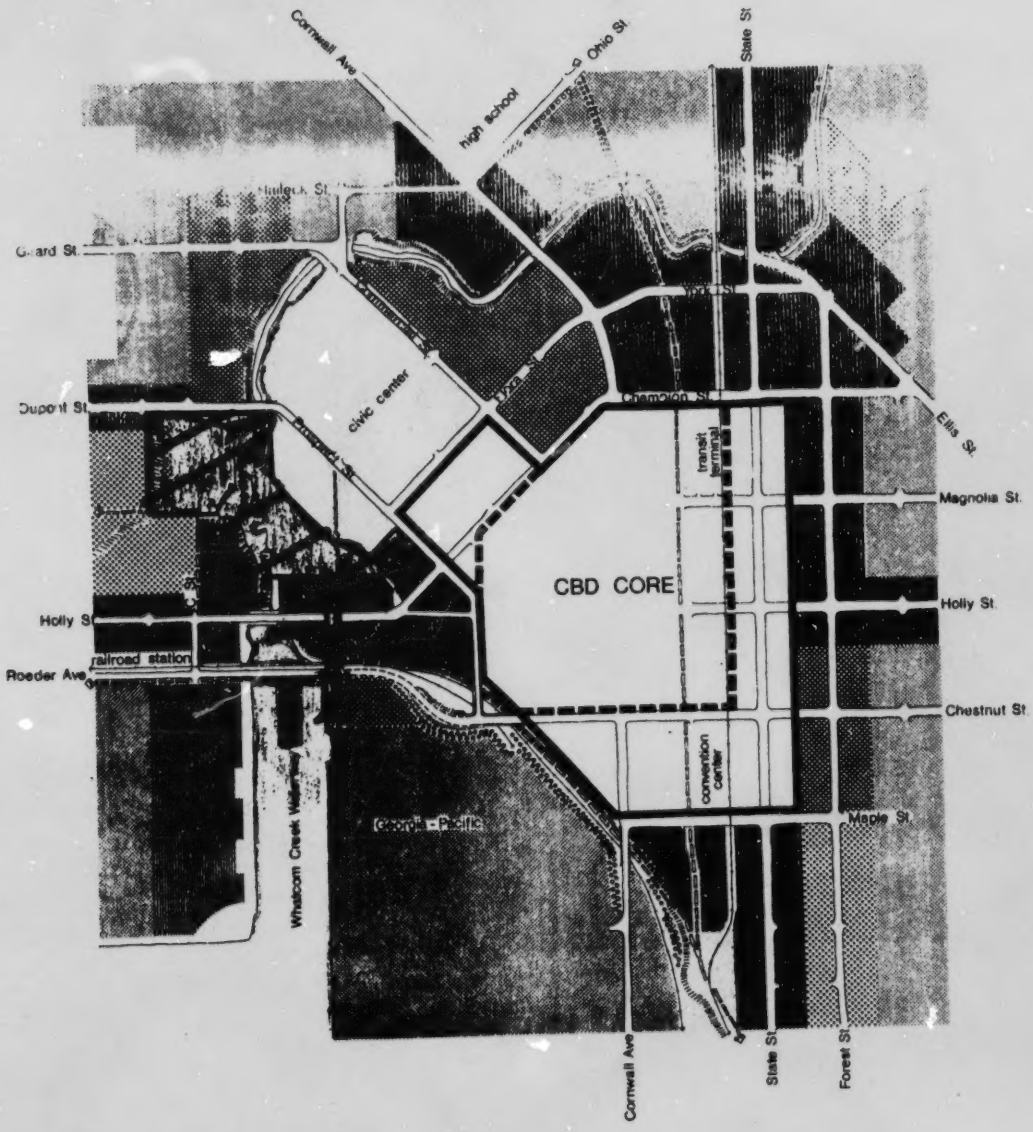
the involved trades to all the participants, thereby providing a basis for intelligent career decisions by the participants. It was also selected because it offered multi-agency interaction (private sector, unions, government, schools, private non-profit, etc.) and would operate like a private sector "construction company" with on-site training and supervision. The CBO cooperated in full cognizance of its correctly held belief that an attempt to "do it all alone" would not have resulted in a successful, enriched project.

Make no mistake - the project was not "just" a park. It was a multi-purpose site. Reclamation of the abandoned sewer plant provided a facility for the public school, steelhead fishermen, the Department of Game and Fisheries, and the public-at-large (i.e., the public would have access to the facility for evening classes). Furthermore, the cost of on-going maintenance and operation of the facility would be paid for by its users. The enriched design was fully intent upon heavily involving organized labor and creating bona fide opportunities for post-program entry into apprenticeship. Before contacting the local Business Agents, the community-based organization sought and obtained the State Building Trades Council's endorsement and support for the project. The Request for Proposal employed by the project operator specified conditions for organized labor's involvement.

Federally-granted resources in the amount of $183,789 were made available for the enriched project. This amount is significantly greater than the $32,987 which was made available for the non-enriched comparison project. In addition, the $183,789 for the enriched project is substantial in the context of an average Region X (Pacific Northwest) YCCIP grant of approximately $240,000 per prime sponsor--as distinguished from an individual sub-sponsor project operator. The total cost per participant (drawn from granted resources) was $6,126, which is profoundly more expensive than the $1,570 cost per participant in the comparison non-enriched project; a cost of $1850 per participant has been the experience of the Pacific Northwest as a whole. The cost per participant, measured in wages and fringe benefits only, was $2,516 in the enriched setting and $1,475 in the comparison setting.

These aspects of the project will become clearer in the remainder of the text. Suffice it to say - the development of the multi-purpose site concept, and its construction using an enriched labor-intensive work project design, was an ambitious--and not inexpensive--undertaking, far-reaching in scope.

The location of the Whatcom Creek Park and Maritime Heritage Center, relative to the City's central business district and waterfront, is depicted on the map which appears on the next page. As can be seen, the facility covers a considerable amount of land. One can well imagine the substantial amount of labor-intensive land-clearing involved, since virtually all the steep terrain was heavily overgrown.



- EXISTING CBD CORE
- CBD CORE 2000
- COMMERCIAL
- OFFICE
- WATERFRONT COMMERCIAL
- INDUSTRIAL
- PUBLIC
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL

- PARKS AND OPEN SPACE
- LANDSCAPED BUFFERS
- BLUFFS
- TRAILS
- EXISTING STREETS
- NEW STREETS
- RAILROAD

CBD - WATERFRONT INTERFACE LAND USE PLAN

May 1970

SECTION 2

CHARACTERISTICS OF ENRICHED RELATIONSHIPS WITH LABOR ORGANIZATIONS, PRIVATE SECTOR, AND LOCAL AGENCIES

SECTION 2

CHARACTERISTICS OF ENRICHED RELATIONSHIPS WITH LABOR ORGANIZATIONS, PRIVATE SECTOR, AND LOCAL AGENCIES, AND OTHER VECTORS OF PROGRAM ENRICHMENT

Interorganizational Linkages exposed YCCIP participants to iron work, cement work, carpentry, electrical work, plumbing, painting, manual labor, and landscape and trail construction skills.

The enriched structure of this project was a model of cooperation and coordination between a local unit of government, the private sector, the public school system, a sponsoring community - based organization, and labor organizations.

The linkages which were used by this project were pre-established; however, it was necessary to vitalize and restructure them for the individual project.

Technical Advisory Committee

During the implementation stage of the project, an advisory committee was formed to provide technical assistance to the contractor -- the Northwest Services Council, a community-based organization -- and the host agency -- the City of Bellingham, Washington. The Technical Advisory Committee first met to review the YCCIP program operation and work plans and to screen applicants for the union journeyman supervisor/instructor positions. The Technical Advisory Committee defined its functions as follows:

1. Interview and recommend candidates for YCCIP supervisors;
2. Provide technical assistance on the skill/training components;
3. Establish linkages with labor organizations and the private sector concerning this "pre-apprentice" activity;
4. Monitor and assess the work progress and training components of the project;
5. Upon completion of project, assist participants into apprenticeship training or employment in the building trades.

The Technical Advisory Committee is comprised of a representative from the City of Bellingham who served as the operations supervisor for the project, the Carpenter and Joiners Local No. 756, the Bellingham Vocational Technical Institute (BVTI), the Ironworker Joint Apprenticeship Council, the Northwest

Services Council, and the Grants Coordinator, Mayor's Office, City of Bellingham, Washington. When hired, the YCCIP work supervisor also became part of the Technical Advisory Committee. Subsequent expansion of the Technical Advisory Committee included the Business Agent from the Laborer's local, as well as building trades representatives from the electrical, painting, and plumbing areas.

In addition to their participation on the Technical Advisory Committee, Business Agents had jurisdiction over skill areas, which were part of the YCCIP activity, and were directly involved in screening and referring qualified and appropriate journeyman supervisors to the Whatcom Creek Heritage Park project. Designation of the activity as a training project gave Business Agents discretionary referral prerogatives above and beyond the regular dispatch procedures which would otherwise be observed and administered in a pro forma manner.

Apprenticeship Programs

Involvement with Apprenticeship Programs was two-fold: (1) the coordination of apprenticeship classes for work activities at the YCCIP site; and (2) the documentation of YCCIP participant work in accordance with apprenticeship program record-keeping specifications. Close coordination with labor organizations and their apprenticeship programs established a system that met apprenticeship specifications for documenting the specific building trades skills in which participants received instruction, training, and work experience. Recorded YCCIP time was accepted by apprentice committees as credit towards accredited apprenticeship.

Labor Councils

The YCCIP project as also publicized at various labor organization meetings. The information presentationed stressed the benefits to labor organizations that accrue from an enriched YCCIP project such as improved public image, increased employment of union members, and other activities including publicizing apprenticeship opportunities to youth who might not otherwise become aware of them.

Private Sector

Various private sector firms made important cash and material contributions to the project. (A complete description of these contributions is provided in the consideration of costs associated with the enriched YCCIP Project).

Public School

The Bellingham Vocational Technical Institute (BVTI) participated on the Technical Advisory Committee and also coordinated apprenticeship classes. Additionally, the BVTI provided approved working drawings for the sewer treatment building conversion at no cost to the project, as well as project engineering services. These contributions are also detailed later in this report with a variety of other enriched project attributes, which are identified as being essential to program efficacy.

Enriched and more complex interorganizational linkages are one vector of project comparison. Subsequent discussion of the non-enriched, comparison project will illuminate the extent to which the enriched project was more complicated in this regard.

- **Technical Aspects of the Project**

  The skills employed in the enriched and non-enriched projects overlapped considerably. The enriched project created the extensive downtown park by drawing upon construction trades such as carpentry, plumbing and pipefitting, cement masonry, electrical, general labor, and ironwork. The comparison project consisted chiefly of housing rehabilitation; and construction activity called upon similar skills: plumbing, cement masonry, painting, electrical, and general labor.

  Although the skills employed in the two projects substantially overlapped, the scope of the enriched project was considerably greater, involving complex work scheduling to make optimal use of personnel, time, and space; the scope was more formidable as subsequent discussion will reveal.

- **Project Supervision**

  Various sections of this evaluation extensively discuss project supervision. By way of an overview, both projects replicated "real world" expectations as much as possible. Requirements for attendance, punctuality, and cooperation were realistically strict. Supervisory styles at both projects were similar in that supervision was "stepped-back." In other words, teaching the participant the requirements and procedures for task completion were heavilly emphasized; and then (s)he was left to complete the day's work without further intervention, unless technical or behavioral circumstances dictated otherwise. Both projects featured a supervisory/participant ratio of approximately 1:5.

One significant difference in supervision between the two projects was that the comparison--housing rehabilitation--project developed an informal division of labor whereby one supervisor was primarily responsible for imparting work skills while the other was principally responsible for disciplinary matters. This division of labor constituted a comparison site departure from customary "real world" work circumstances, which incontrovertibly existed at the enriched site.

The age of comparison site supervisors was lower than the age of supervisors at the test site. Informal after-work relationships between the supervisors and the participants developed at the comparison project, and these relationships sometimes resulted in worksite control problems. Comparison site supervisors did not possess union "journeyman" status as did supervisors at the enriched project; their years of experience in the trades were considerably less than their counterparts at the enriched project.

o **Program Planning and Organizaion**

Planning of the enriched program was unusually complex in that it involved dealing with more numerous and extensive linkages than is customary in most employment and training programs. More far-reaching, consensus-building activity was entailed. The enriched project's planning was compelled to address a more complex work content and a highly intricate weave of scheduled work activity. Closer attention was given to the intricacies and nuances of project supervision. The enriched planning process also required focusing substantial attention on obtaining the required permits, materials, and supplies in a timely manner.

The organization of program delivery was correspondingly more complex. One example drawn from subsequent discussion nicely illustrates this point.

Supervisors at the non-enriched setting expressed a number of dissatisfactions with program operations. First, they believe that the participants referred by "downtown" were often too "hard-core", meaning difficult to train. They also believed that the program agent system for responding to supervisory and participant requests for supportive services was too rigid, cumbersome, and in fact, non-responsive.

It should be understood that the comparison site supervisors were correct in their perceptions that they were dealing with participants who had not been rigorously

screened. There is no question, by contrast, that the enriched project engaged in heavy screening of disadvantaged youth who aspired to be participants. The more extensive screening techniques employed by the enriched project sponsor were organized around a process of multiple applicant interviews. The comparison project did not utilize such a procedure. The enriched screening process ensured that applicants were seeking more than "merely" a paycheck. The effect of the enriched screening procedure was to ensure that participants were motivated towards some personal/occupational goals into which program participation would play a critical developmental role.

In summary, a higher order of complexity prevailed in the enriched program. This higher order of complexity existed relatively and absolutely in terms of the technical aspects, work supervision, interorganizational linkages, and program planning and organization. Greater complexity both permitted and was necessary to the pursuit of extraordinary program objectives and the accomplishment of a decidedly more ambitious program.

SECTION 3

CATALOGUE OF OBJECTIVE COSTS ASSOCIATED WITH THE ENRICHED PROJECT

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The total costs associated with mounting the Whatcom Creek Heritage Park project exceed the total value of YCCIP grant resources because there were substantial contributions. The total resources consumed in completing the studied phase of the Whatcom Creek Heritage Park project are detailed below:

A.	YCCIP - granted Resources			$183,789
	1.	Administration	$9,439	
	2.	Training	$13,534	
	3.	Worksite Supervision	$71,193	
	4.	Total participant supportive services	$2,103	
	5.	Total participant wages	$80,549	
	6.	Total participant fringe benefits	$6,971	
B.	Other Federally - contributed resources			$5,400
	1.	YETP-contributed resources	$1,400	
C.	Voluntarily-contributed labor (Ironworkers' Local)			$1,000
D.	Private-for-profit sector contributions			$72,000
	1.	Georgia-Pacific Corporation	$58,000	
	2.	Contributions by five other firms	$14,000	
E.	Bellingham Vocational Technical Institute contributions			$11,000
	1.	Development of approved blueprints	$8,000	
	2.	Project engineering services	$3,000	

F.	City of Bellingham, Washington	$6,000
G.	**TOTAL**	$279,189

Discussion

The costs outlined above had been incurred as of 30 September, 1979 after approximately seven months of operation. Additional voluntary contributions were expected from three petroleum corporations and further draws from the $400,000 fund established by Georgia-Pacific Corporation were expected. Nonetheless, this evaluation only considers the benefits achieved as of 30 September, 1979; and therefore, it is strictly appropriate that studied costs be limited to the same time frame.

The six major resource categories warrant brief discussion.

No departures from the tenets of program fidelity were discerned in the sponsor's expenditure of YCCIP granted resources; provisions of the approved plan and applicable policy and regulations were being fulfilled. Variance from normal, non-enriched federal program requirements governing the minimum percentage allocated to participant wages and fringe benefits allowed the enriched program to augment supervision, supportive services, and materials. Of the $13,534 budgeted for training (Item A. 2.), $11,314 was used for the acquisition of construction materials.

Other federally contributed funds were used by the Northwest Services Council in effectuating the program; these have been estimated at $5,400. Reciprocally available YETP resources in the amount of $1,400 were applied on behalf of the YCCIP participants.

Labor which was voluntarily contributed by the Ironworkers is conservatively valued at $1,000. Of this amount, $562.86 was contributed by apprentices and a journeyman who worked without pay one weekend in order to dismantle and remove heavy equipment from the old sewage treatment plant building so that YCCIP participants could proceed with remodeling work. This labor was volunteered as a community service and as a way in which apprentices could accumulate additional work experience hours toward their journeyman status. The balance of the $1000 was easily consumed by the administrative and technical contributions of the local business agent.

Contributions from the private sector were substantial. Georgia-Pacific Corporation provided the City of Bellingham with $400,000 over a four-year period, $100,000 being available yearly. Of that amount, $58,000 was used to acquire building materials and supplies associated with the Whatcom Creek Heritage Park project.

Georgia-Pacific had sought City approval for the use of thirty-six acres of public access needed for the development of a secondary sewage treatment facility required by its corporate expansion. The Mayor's Office worked with the Georgia-Pacific Corporation in developing an acceptable quid pro quo, meaning, an arrangement of mutual benefit, a "trade-off". In addition to its dollar contribution, Georgia-Pacific elected to become a member of the Technical Advisory Committee. This is an important development since it reflected a commitment above and beyond the initial monetary agreement and opened the door for other private sector contributions.

Valuation of services were provided by the Bellingham Vocational Technical Institute and then corroborated by impartial principals, including the City of Bellingham, Washington,

Of the total costs enumerated above, certain costs can be identified as being enrichment - specific costs. Some of the resources listed above were expended on a basis both necessitated by, and the result of, the enrichment process. Costs which were enrichment-specific, i.e., the "price tag" for enrichment in this study, include the following:

1. $31,943 — On the authority of a federal waiver, these dollars were diverted from the participant wage and fringe benefit cost category in order to permit augmentation of other services, notably supervision and training. Normally, a minimum of sixty-five percent (65%) of all YCCIP-granted resources must be strictly utilized for participant wages and fringe benefits. In the enriched project, participant wages and fringe benefits constituted approximately 47% of the total federal budget.

2. $90,000 -- Contributions from the private for-profit sector, the Bellingham Vocational Technical Institute, the Ironworkers Local, and the City of Bellingham, Washington, are properly identified as enrichment-specific costs because they were accompanied by enriched linkages which importantly contributed to overall project success.

3. $13,500 -- This amount is comprised of additional overhead dollars which were expressly consumed for purposes of administratively developing and nurturing enriched institutional linkages and an enriched program design.

   This amount represents an extraordinary expenditure of salary and fringe benefit resources by the program administrator and coordinator towards nurturing enriched linkages. These resources were also used to coordinate the more complex program activity interdependencies. It should be noted that these costs are at least partially "one-time" and will be amortized in any future enriched undertaking inasmuch as enriched channels need only be developed once, and proficiencies developed can be expected to reduce the future costs of such coordination.

4. $1,400 -- The dollar value of "reciprocal" services provided by the YETP program to participants enrolled in the enriched YCCIP project.

5. $136,843 -- The total dollar cost of enriching the studied YCCIP project.

SECTION 4

CATALOGUE OF SUBJECTIVELY MEASURED COSTS ASSOCIATED WITH THE ENRICHED PROJECT

SECTION 4
CATALOGUE OF SUBJECTIVELY MEASURED COSTS ASSOCIATED WITH THE ENRICHED PROJECT

There are transcendant considerations which are germane to whether YCCIP enrichment is a cost-beneficial proposition. These considerations strongly resist quantification, but they should be examined and included in more formalized deliberations involving quantifiable cost-benefit variables.

A policy planner who is examining the desirability of project enrichment should properly consider the risks involved in intensifying relationships with various organizations. As is the case of individual human relationships, these intensifications always entail commensurate increases in "risk," viz., an increase in the possibility of conflict or other system stress.

One risk entailed in nurturing linkages with organized labor is that public employment and training program personnel may not be adequately educated as to labor union sensitivities. Semantic minunderstandings can be fertile ground for the contamination of such relationships. Full appreciation for the specialized language employed by labor unions requires time and experience. For example, an early misunderstanding of the terms, "foreman," and "supervisor" occurred in the project. In most white-collar organizations, a supervisor has greater authority and status than a foreman. Labor organizations on, the other hand, employ the two terms in the opposite manner, affording a foreman higher status and authority than a supervisor. This difference in terminology resulted in confusion at the negotiation table when the parameters of the project were being hammered out.

Another opportunity for dissonance exists when a labor-intensive project engages multiple labor unions. Jurisdictional disputes often present themselves. The division of labor involved in working reality is always more complicated than it is in abstract conception. The question, for example, of where carpentry ends and general labor begins influences who does and does not work on what, not to mention the contractor's varied costs in time and money due to the difference in wage rates specified in the collective bargaining agreements of the respective labor organizations. While collective understanding of what carpentry and general labor constitute clearly does

exist, there are differences in applied interpretation with respect to a particular task. The differences in interpretation and patterns of issue-resolution which establish a predominant or accepted definition in any given jurisdiction are clearly economic and political in nature and origin. One can readily understand how the example of where carpentry ends and general labor begins might be resolved on the basis of organizational politics. The relative strengths of the labor organizations involved in the dispute can play a significant role, as can the negotiating acumen of their business agents counterparts. Interpretations vary from one instance to another as part of a floating quid pro quo between business agents who give ground to another organization's agent in one instance in trade for flexibility in another. If the issue can't be resolved locally, it will be sent to higher council where another matrix of power relationships is invoked. In any event, jurisdictional disputes can be particularly explosive, and insensitive management of such issues by the program staff can result in alienation of one or another labor organization.

An enriched YCCIP design, which entails expanded linkages with multiple labor organizations, clearly contains the potential for jurisdictional dispute. An alienation of unions from the program can occur. Insensitive handling does contaminate relations between a labor organization and the Chief Elected Official responsible for the project. While exaggeration of risk is not intended, the potential for system stress is real and worthy of consideration. In other words, what are the imaginable opportunities for substantial misunderstanding and what are the worst possible consequences that could result if these misunderstandings take place?

In many jurisdictions there is perpetual conflict between the city (or county) and labor unions over what work should go out "on bid" and which should be performed "in-house" by public employees. The proponent of an enriched program necessarily gets involved in this perpetual conflagration. An "intermediary", such as a private non-profit organization can reduce the stress somewhat by maximizing the advantage of its neutrality with either the local government or the union(s). Sponsors of enriched programs need to be acutely aware of the possiblity of intense conflict, however.

Implementation of an enriched design requires that each participating organization devote additional staff resources to coordinate the newly established linkages. More often than not, the additional effort will have to occur without commensurate staff increases. This results in a displacement of effort in the participating organizations.

In the test project, the City government sustained costs in implementing the enriched program because some of its other work projects had to be delayed for YCCIP. This monograph would not attempt to establish the "value" of the delay to the City, although it is clear that the delay constitutes a cost, particularly in inflationary times, where delay decidedly equals money.

However, the most critical consideration relative to risk lies in a realm which is less abstract and decidedly more troublesome than the disagreeable system stress possibilities which have been enumerated above. Conflicts between individuals and their institutions can usually be abated in one way or another--even if the resolution is viewed as sub-optimal. Clearly, the most serious single risk is the possibility that expected contributions of materials and/or essential labor will not materialize. In planning and implementing a complex, enriched work project, the required materials are likely to be expensive and sudden, unexpected unavailability cannot be compensated for e.g., cost savings forced in other project aspects. Such unavailability of materials and/or volunteered labor can stop the entire activity in its tracks, requiring large-scale alteration of the project's scope or, in some cases, the complete abandonment of the project altogether. The risk that anticipated materials and/or contributed labor will not materialize is the biggest--and potentially fatal--risk entailed in conducting the enriched "sweat" work program.

SECTION 5

BENEFITS OF LASTING VALUE WHICH HAVE BEEN DERIVED FROM THE ENRICHED PROJECT

SECTION 5

BENEFITS OF LASTING VALUE WHICH HAVE BEEN DERIVED FROM THE ENRICHED PROJECT

This section describes resultant benefits of the enriched project:

- o distribution of program terminations
- o participant acquisition of work relevant credentials (a brief narrative description of individual participant accomplishments is also provided in appendix A
- o participant acquisition of work skills.
- o subjective demand side estimate of enriched project value: value to the public and public reaction.
- o expansion of institutional linkages.
- o anticipated future cost-reductions.

Distribution of program terminations

Program terminations from the Whatcom project were distributed in the following manner:

1.	Obtained employment	15
2.	Other positive termination	11
3.	Non-positive termination	4
4.	Total	30

With the exception of three individuals, the participants reflected in the "obtained employment" category are engaged or will be engaged in employment as apprentices. (Thirty individuals have been cumulatively served by the project to date. Seventeen of these are completing the program as this report is being written). The average duration of participation was 26 weeks. The average duration of participation prior to non-positive termination was 7 weeks.

The building trades career choices of current participants are distributed as follows:

1.	Carpentry	7
2.	Laborer	3

3.	Plumbers and Fitters	2
4.	Cement mason	2
5.	Electrical	2
6.	Ironwork	1
7.	Total current participants	17

The "other positive terminations" principally represent a participant's return to high school (one), entrance to college, or enrollment in trade programs at the local vocational-technical institute.

Non-positive terminations include individuals who either left for reasons of health, refused to continue, or left the geographic area.

Acquisition of work-relevant credentials

Although the acquisition of work-relevant credentials is not normally a primary objective of participation in a labor-intensive work program such as YCCIP, the Whatcom Creek Heritage Park Project required that all high school dropouts pursue the acquisition of a G.E.D. as a condition to participation. Seven out of ten high school drop-outs obtained their G.E.D. since the project's inception. The three remaining drop-outs are new participants. They were attending G.E.D. preparation courses at the time of this research.

Acquisition of the G.E.D. is a desirable outcome in any event. However, it is particularly important in the construction trades where arithmetic skills are extremely valuable.

Brief Narrative Description of Individual Participant Accomplishments

While the statistical distribution of program terminations will be employed subsequently in a cost-effectiveness analysis, statistics alone cannot sufficiently describe the accomplishments of individual participants; because the number of participants is small, and because the substantial achievement of the participants is inadequately conveyed using statistics, a description of the participants current status and accomplishments is provided in appendix A.

Program participants were handicapped by substantial employability obstacles. Twenty-three of the thirty participants are economically disadvantaged. Seven of the thirty range between 71% and 85% on the Lower Living Standard Income Level. The participants had unfavorable histories with the public school system, the local law enforcement agencies, and the various other social institutions. It is in this context that the substantial achievements of the participants and of the enriched program itself should, and properly must, be appreciated. (Please refer to Appendix B for a more detailed description of participant characteristics).

Participant Acquisition of Work Skills

The most important programmatic results of lasting value are the acquisition of work skills and specific job performances by project participants.

Earlier description of individual participant achievements, as well as the aggregate distribution of participant terminations, does not adequately convey the degree of improvement achieved by participants individually and collectively in their execution of specific critical task performances.[1]

To gain an impression of participant skill acquisition, the researcher identified a worksite supervisor who had been actively involved in the project since its inception and had had the opportunity to work with all the participants. Fortunately, the supervisor had monitored individual participant progress in an highly attentive and knowledgeable manner. Furthermore, he had a first-hand, substantive understanding of the key job performances comprising each skill area involved in the overall construction of the Whatcom Creek Heritage Park. He identified the following six activities as being crucial to the particular trades from which they are drawn, as well as to the construction of the park itself:

1) Naturally, it is methodologically preferable to administer a skills measurement test at the beginning and end of the program in order to isolate the effects of the program. Practically speaking, however, the identification of projects to be studied and evaluated almost inevitably occurs after the project evolves as one worthy of study and the opportunity for taking pre-program measurements has elapsed. That situation certainly applies in the present instance.

Performance	Trade
1. Building forms	Carpentry
2. Piping	Plumbing and Pipefitting
3. Finishing cement	Cement Masonry
4. Running conduit	Electrical
5. Digging to grade	General Labor
6. Welding and burning	Ironwork

Each participant's entry and exit skill levels were appraised by the Supervisor using a Guttman-type 1-2-3 classification scheme, where "1" was unacceptable work performance; "2" was acceptable work performance scaled at 75% of a union journeyman's expected work output; and "3" was superior work performance scaled at 95% of a union journeyman's expected work output.

A display of skill assessment findings appears on the next page. Supervisory pre-and post-program competence level appraisals of each of twenty-three participants are displayed for the six key work activities. The pre-program rating is listed slightly to the left and above the corresponding post-program measurement provided below and slightly to the right in each participant-activity cell in the display matrix. The sum of the entry and exit ratings is displayed for each participant and for each activity. The average difference between the pre-program and post-program supervisory appraisals is displayed for each participant and for each of the six activities.

The overall average increment of improvement for each activity by each participant was .93. Participant improvement in most instances went from a level of unacceptable work performance to a level constituting 70% of the journeyman's expected work output. Expressed differently, the average youth knew virtually nothing about the task at hand when (s)he entered the program, but achieved a level of knowledge normally expected of a second - or third - year apprentice in the course of only several months' envolvement (average involvement five months).

Some youths entered with a special acumen in one performance area or another. In instances where a participant entered the program with "acceptable" skills similar to those of a junior union apprentice, these skills were raised to a superior level of achievement not unlike those of a senior apprentice or journeyman.

Skill acquisition seems to be of longer lasting benefit than early job placement; it transcends the monetary aspect which is better measured by job placement data. Of overriding value is the participant's emerging and developing competence. The boost to self-esteem and motivation which emergent competency constitutes cannot be over-valued.

This benefit to the participant is transferable, i.e., it will strengthen his or her competitiveness and reliability in future employment. This strengthening of ego also permits the participant to accept criticism without "taking it personally". Improvement in the participant's personal general deportment brings additional positive responses from others, and positive psychological benefits begin to accrete and interact with one another -- they begin to "snowball".

Research into what makes enrichment - or any variety of programmatic approaches, successful, must consider the participant's change in psychological outlook both as a means towards the projects success and as an end in itself. Analysis which does not inquire into psychological changes which are antecedent -- essential -- to competent learned acquisition of specific work skills is insufficiently comprehensive, not seriously sensitive to essential ingredients of the dilemma of disadvantagement. Further amplification of the importance of emerging competence is warranted.

Interviews with participants concerning their pre-program world-view reveal a scenario which can be likened to a "gringo" visitor in Puerto Rico trying to watch a local television program of great interest. The viewer would like to understand more, but has an inadequate command of Spanish. A number of key terms can be picked up, physical gesticulations and facial expressions observed; the viewer begins to generate a conception of what's being said. If persistent, the viewer will either draw a conclusion about what was learned based on uncertain impressions, or abandon the attempt to draw conclusions altogether. In either case, the opportunity for fully and productively integrating anything learned is relinquished. Confidence is essential to efficient learning.

Disadvantaged youth exist in a world which contains things of aptitudinal interest to them. However, they quite often lack the necessary skills to take advantage of this interest when the opportunity presents itself. More often than not, the parents of these disadvantaged youth do not possess and cannot impart social skills and

confidence to their children. The resultant lack of integration increases the amount of uncertainty perceived by the disadvantaged person in his/her psycho-social enviornment.

Although the only "certainties" in the world are those force-framed by a spectrum of sacred and secular mythologies, early and repeated experience of uncertainty, inconsistency, and the resultant sense of personal exclusion compound self-doubt for the disadvantaged youth and lead to repeated failure. There is a tendency to self-anesthetization, e.g., drug dependency to "take the edge off" being nothing and having nothing in a world of nothingness. Lack of certainty makes it impossible to feel involved in one's own personal growth. The individual cannot believe anything positive will come of their own actions as their personal experience proves otherwise. In the absence of conditional, behavior-specific self-regard or unconditional positive self-regard, viz., self-love and self-respect, gravitation towards deviant subcultures is clearly more likely than not.

Like the "gringo" viewer lacking faith in any conclusion that might be reached or deciding not to try to reach one, the disadvantaged youth will terminate immediate involvement by failing to integrate a new conclusion, i.e., new learning. And the effects of stagnation and desperation have a way of compounding themselves into such a pessimistic outlook that it can only be reversed by a great psychological "shock" if at all.

The experience of emerging competence is one such "shock"; and in the enriched project, the elan vital of the participants, as indicated by their energy levels, positiveness, and motivation was substantially increased. The genuine interest of the supervisors in the well-being of the participants by humans was the conduit through which the shock wave of emerging competence was administered. The participants' previously empty supply of optimism and self-confidence was refueled and retooled in a legitimate social setting. They began to learn how far they could travel when they weren't "running on empty".

Subjective Demand Side-Estimate of Enriched Project Value

The central business district of Bellingham has been experiencing a decrease in the amount of purchases made by Canadians who cross the border to shop in the United States. This development was caused by the shift in the exchange rate

that has occurred in the last several years. Nonetheless, the central business district benefits from the absence of regional shopping centers in its surrounding communities; and the merchants who earn their livelihood in the central business district are decidedly pleased with its economic health. They are prospering as Bellingham grows and prospers. Apart from the unmitigated growth of the area, increased tourist activity has also augured well for downtown merchant prosperity.

In this context, the installation of a downtown park was not, in strict terms, absolutely essential to a vitalization of the central business district as might be the case in another community. In addition, the community probably has more park acreage within its city limits than nearly any other comparable American community.

However, even a good thing can be improved and Whatcom Creek Heritage Park provides a number of benefits of substantial, lasting value.

Representatives of the Downtown Merchants' Association point out that the park gives the community-at-large access to the shoreline for the first time. Their view is that the project has immeasurably high aesthetic value and has been unqualifiedly well-received by the community. The Whatcom Creek Heritage Park project has been highly visible; it has received a great deal of publicity through the local news media, and its central location attracts passers-by. (Please refer to Appendix C).

There are a number of specific functions which the park will continue to serve that will be of lasting benefit to the entire community.

First, it is an added enhancement to Bellingham in in its competition for tourist trade in the Pacific Northwest. Second, the park is becoming a place to take an intermission from shopping. Reports indicate that these intermissions generate additional expenditures which might not otherwise occur. The park also provides alternative downtown recreational activities -- other than shopping, movies, restaurants, and bar-hopping. The creation of multiple reasons to come to downtown Bellingham makes the area more attractive to families and helps to expand the downtown business economy.

Two other benefits of lasting value derive from project enrichment. They are difficult to valuate in pecuniary terms and are best expressed qualitatively.

Resultant Expansion of Institutional Linkages

The first of these benefits is the extent to which expanded and intensified institutional linkages realistically and practicably open up new and otherwise inaccessible avenues for new projects. The Whatcom Creek Heritage Park project stressed these enriched institutional linkages. However, it must be understood that the enrichment occurred in an environment that historically had had successful employment and training programs. It also occurred in the context of pre-existing -- albeit in some cases nascent -- linkages between all of the principals and organizations which would eventually become critical to the success of the enriched activity.

In other words, there is a new awareness on the part of all involved concerning the benefits of cooperative ventures now that the fruits of this one are being realized. New and otherwise inaccesible avenues for similiar cooperative ventures could possibly become available to the community by virtue of the indirect benefits of enrichment cited above.

Anticipated Future Cost Reductions

A second and similar benefit of lasting value is that of future project cost-reductions which can be expected to occur as a concomitance of enriched institutional linkages.

While implementation of an enriched YCCIP activity entails an increased investment of resources originally, it can also result in substantial cost savings. When breaking down project costs, a number of valuations for voluntary institutional contributions were provided which comprise part of the aggregate cooperative cost of the enriched activity. By the same token, however, what were computed as costs are also in fact savings or cost-reductions. The enriched inter-organizational linkages invite "trade-off" arrangements which often have significant monetary value. For instance, before work could begin on the Whatcom Creek Heritage Park project, the development of City-approved, "stamped" blueprints was necessary. The Bellingham Vocational Technical Institute provided the required blueprints at no cost to the project; blueprint development would have cost $8000, causing a reduction in the number of participants who could have participated.

Clearly, the technical school performed this valuable service because of its special relationship to the project and all those involved in it. The school is a beneficiary of the project in any number of ways. It will utilize one of the park facilities which was renovated in order to provide classroom space for vocational-technical instruction in marine technology.

Without belaboring the discussion of the mutual benefit or "trade-off" maximum, it is readily concluded that enriched linkages create both new channels and expand extant ones so that quid pro quo arrangements which reduce project costs can be expected to occur in the future.

Participant																													
Performance	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	PRE	POST	Diff. N	Avg. Diff.	RANK
1. Building Forms	1 2	2 3	1 1						3 3	1 1	2 3	1 3	1 2	1 1	2 3	1 2	3 3	2 3	1 1	2 3	1 2	1 3	2 3	28	45	17 18	.94	3
2. Piping	1 3		1 1	1 2	1 2		2 3	1 2	2 3	1 1		1 3	1 2	1 1	1 2		2 3	1 2		1 2		1 2	1 2	21	36	15 19	.88	5
3. Finishing Cement	1 2		1 2	1 2					2 3	1 2	1 2	1 3			1 2		1 2							17	33	16 15	1.06	1
4. Running Conduit			1 2		1 2		2 3		1 2	1 1	1 2	1 3			1 2		1 2							10	19	9 9	1.00	2
5. Digging to a Grade	1 3		2 3	2 3	2 3		3 3	2 3	3 3	2 3	2 3	2 3	2 3	2 3	2 3	2 3	3 3	2 3	1 2	2 3	2 3	2 3	2 3	42	61	19 4	.91	4
6. Welding and Burning	1 2					2 3			1 2	1	1 2						9 2	1 2		1 2	3 3		1 2	13	21	8 10	.80	6
Sum of Entry	5	2	6	4	4	2	7	3	12	7	7	6	5	5	7	3	12	6	3	7	6	5	6					
Sum of Exit	12	3	9	7	7	3	10	5	16	9	9	15	9	7	12	5	16	12	4	12	8	11	10					
Difference N	7 5	1 1	3 5	3 3	3 3	1 1	3 3	2 2	4 6	2 6	2 5	9 5	4 4	2 4	5 5	2 2	4 6	6 5	1 3	5 5	2 3	6 4	4 4					
Difference	1. 4	1	.8 4	1	1	1	1	1	.6 7	.3 3	.4	1. 8	1	.5	1	1	.6 7	1. 2	3. 3	1	6. 6	1. 5	1					

Legend

Pre/Post

SECTION 6

PROGRAM CHARACTERISTICS ASSOCIATED WITH THE COMPARISON NON-ENRICHED PROJECT JUXTAPOSED WITH THE ENRICHED PROJECT

SECTION 6

PROGRAM CHARACTERISTICS ASSOCIATED WITH THE COMPARISON NON-ENRICHED PROJECT JUXTAPOSED WITH THE ENRICHED PROJECT

The non-enriched YCCIP project, selected for comparature purposes, engages participants in the performance of minor home repair, community clubhouse rehabilitation, and the construction of a low-income housing four-plex condominium. A description of the comparison project is expressed in terms of key similarities and differences from the enriched test project.

Key similarities between the parallel projects analyzed include:

- o Employability obstacles
- o Project skill utilization
- o Linkage with the private-for-profit sector
- o "Real world" work expectations
- o Participant acquisition of work-relevant credentials
- o Character of project supervision

Key differences between the parallel projects discussed are:

- o Participant ethnicity
- o Linkages with labor organizations
- o Division of supervisory labor
- o Provisions for post-program job placement
- o Participant incentives for fulfilling attendance and punctuality expectations.

Key Similarities

Participants enrolled in the comparison project were not unlike those enrolled in the enriched project in that they were 16-19 years of age and displayed similar behavior problems upon entering the program, such as alcohol and drug abuse, lack of inter-personal trust, and a decided tendency to live outside or on the periphery of legally and socially accepted mores. Upon program entry, the participants found it difficult or impossible to take orders or constructive criticism.

Skills utilized in the housing and clubhouse rehabilitation project included

carpentry, plumbing, cement masonry, painting, electrical, and general labor. This array of skills also pertains to those involved in the enriched activity.

Although the comparison project was not enriched, it did feature imaginative linkages with the private sector in that construction of the four-plex relied upon pecuniary contributions from a consortium of local savings and loan institutions in the amount of $150,000.

A fourth similarity is that the program administrators and supervisors sought to replicate "real world" work expectations in the project. Replication of real world circumstances was fairly detailed and included an orientation of participants to the personal conduct requirements of a lumberyard.

Fifth, the project provided for the acquisition of credentials by participants. Participants were given five college credits at the local community college in Minor Home Repair. The program agent's staff arranged for participants to attend nine all-day sessions at the college.

Supervision at the comparison project was similar to that employed at the test location in that it was "stepped-back." In other words, there was heavy emphasis placed first on teaching the participant the requirements of a task and then leaving him or her to complete the day's work without further supervisory intervention unless and except technical and/or behavioral circumstances dictated otherwise. The supervisor/participant ratio was 1:6, which is not significantly different from the test site ratio of 1:5.

While the comparison project is not an "enriched" one, it is clear that some level of creativity was displayed in its design and implementation. Further, no departures from the tenets of the program were observed; it was operating according to plan, applicable policy, and regulation.

Key Differences

The comparison project features a higher proportion of minority participation in a more urban setting. However, participants employed in the comparison and test projects displayed highly similar employability barriers. (Appendix B provides a description of participant characteristics).

Although the work skills called upon in the comparison project align themselves with those which were entailed in the test project, the comparison project does

not feature linkages with labor organizations institutionally associated with the respective trades. No linkages with labor organizations exist in the comparison project.

Supervision at the comparison site varied from that at the test location. The supervisors at the housing rehabilitation project developed a division of labor whereby one supervisor was primarily responsible for imparting work skills while the other became chiefly responsible for discipline. (This division of labor is a single departure from customary "real world" work circumstances). The age of the comparison site supervisors was lower than those at the test site and, consequently, informal after-work relationships between the supervisors and the participants developed. This sometimes resulted in work-site control problems. Comparison site supervisors did not possess union "journeyman" status as did supervisors at the enriched project. Their years of experience in the trades were considerably less than their counterparts at the test site.

The supervisors at the non-enriched setting expressed a number of dissatisfactions with program operations. First, they believed that the participants referred to as "downtown" were often too "hard-core." Further, they felt that the program agent system for responding to supervisory and participant requests for supportive services was too rigid, cumbersome, and, in fact, non-responsive.

It should be acknowledged that the comparison site supervisors were correct in their perceptions. They were dealing with participants who had not been heavily screened. On the other hand, the enriched project engaged in heavy screening of disadvantaged youth who aspired to become participants. The more extensive screening techniques employed by the enriched project sponsor were organized around a process of multiple applicant interviews. The comparison project did not employ such a procedure. The enriched screening process ensured that applicants were seeking more than "merely" a paycheck. The effect of the enriched screening procedure was to ensure that participants were motivated towards some personal/occupational goals into which program participation would play a critical, developmental role.

Supervisory attitudes toward participants at the enriched site were quasi-parental or guardian-like, as evidenced by simple expressions such as "my kids" and by supervisory efforts to assist participants with their personal problems when such assistance was sought. Supervisors were understanding - and demonstrably protective - of the special hardships faced by the youth.

The comparison program had no formally established and effectively functioning linkages for purposes of post-program job placement in either lateral or upward directions. While there were provisions for providing those who completed the program with various menial labor jobs such as lawnwork, and while there was a linkage with a community based job bank that was regarded as ineffectual, the project's worksite supervisors took it upon themselves to conduct job development on behalf of the participants; they assumed that responsibility on a strictly informal basis. Test site supervisory involvement in post-program job placement was an expectation intrinsic to the enriched linkages which were geared to participant entry into apprenticeship upon program completion.

Unlike the test site, the comparison project featured incentives for participant attendance and punctuality.

Incentives were meted out every two weeks; if expectations of attendance and punctuality were fulfilled, the participant was paid $4.00 per hour rather than $2.90. At the test site, participants received $3.50 per hour without variation.

Other than the key differences enumerated above, other fundamental differences between the two projects can properly be attributed to enrichment features such as augmented supervision, training, and materials, and expansion of institutional linkages.

Costs Associated with the Non-Enriched Project

The total resources consumed in completing the comparison project are detailed below:

A.	YCCIP-granted resources			$32,987
	1.	Administration	$3,600	
	2.	Training, supervision, and participant supportive services	$5,600	
	3.	Participant wages	$21,480	
	4.	Participant fringe benefits	$2,307	
B.	Private-for-profit sector contribution			$125,000

C.	Other contributed labor	$5,000
D.	**TOTAL**	$187,987

Discussion

The costs outlined above had been incurred as of September 30, 1979. These costs are largely self-explanatory except that the private-for-profit sector contribution was rendered by a consortium of local savings and loan institutions for purposes of enabling and facilitating construction of the condominium four-plex in such a manner that units would be affordable by low-income families. Other contributed labor consisted of the efforts of the four low-income families purchasing the units; they worked on the construction of the condominium on weekends and during weekday evenings in order to supplement the work of the YCCIP participants accomplished during normal working hours. The program had been in operation for nearly eight months at the time of the study.

Unlike the test project, research discerned no salient subjectively measured costs (viz., risks) associated with the non-enriched project.

SECTION 7

BENEFITS OF LASTING VALUE WHICH HAVE BEEN DERIVED FROM THE NON-ENRICHED PROJECT JUXTAPOSED WITH MEASURED BENEFITS OF THE ENRICHED PROJECT

SECTION 7

BENEFITS OF LASTING VALUE WHICH HAVE BEEN DERIVED FROM THE NON-ENRICHED PROJECT JUXTAPOSED WITH MEASURED BENEFITS OF THE ENRICHED PROJECT

Program terminations are statistically distributed in the following manner:

1.	Obtained employment	3
2.	Other positive termination	1
3.	Non-positive termination (includes program completers who did not achieve program transfer or employment)	6
4.	Total Terminations	10

Eleven participants remain on the project. Twenty-one individuals will have been cumulatively served by the activity. The average duration of participation was 26 weeks. The average duration of participation prior to non-positive termination was 17 weeks.

The comparison project's distribution of program terminations compares unfavorably with the results achieved by the enriched project. The enriched project accomplished an retained employment rate of 50%; the non-enriched project achieved a rate of 30%. In the comparison project, other positive terminations constitute 10% of all terminations, while the enriched project achieved 37% on this indicator. It is apparent that participation in an enriched project is more likely to result in job placement or entry into an institutional arrangement which will enable further personal and educational development.

Qualitatively Measured Benefits of Lasting Value: Acquisition of Work Skills by Participants

Replicating the methodology employed in the test site study, the researcher identified a work-site supervisor who had been actively involved in the project since its inception and who had the opportunity to work with all the participants directly at one time or another. The supervisor identified the following six performances as being critical to the housing construction and rehabilitation effort:

Performance	Trade
*1. Building forms	Carpentry
*2. Running Conduit	Electrical
*3. Digging to grade	General Labor
4. Exterior Painting	Painting
*5. Cement finishing	Cement Masonry
6. Sheet Rock	Painting

The four activities with asterisks were represented among the six key activities selected by work supervisors at the Whatcom Creek Heritage Park test site.

The distribution of comparison site skill assessment findings appears on the next page. Supervisory appraisals of each of ten participants pre- and post program competence levels are displayed for six key work activities using the same format as was employed in an earlier discussion of the enriched project. The pre-program rating is listed slightly to the left and the above the post-program measurement, which is below and slightly to the right in each participant-activity cell in the display matrix. The sum of the entry and exit ratings is displayed for each participant and for each activity. An average difference between the pre-program and post-program supervisory appraisal is displayed for each participant and for each of the six activities.

Supervisory appraisal again assessed each participant's entry and exit skill levels using a Guttman-type 1-2-3 classification scheme. The numerical classification was similarly scaled at (1) unacceptable work performance; (2) acceptable work performance; and (3) superior skills.

It may be recalled that calibration of test site "level (2)" was at "70% of a union journeyman's expected work output;" calibration at "level (3)" was estimated to constitute "95% of a union journeyman's expected work output." The comparison site supervisor contrastingly acknowledged that most of his participants would be hard-pressed to maintain employment at the union apprentice level. There is, in other words, no question that participants employed at the test site are performing satisfactorily at the senior apprentice level in nearly all instances, while those at the comparison site are not.

Raw scores collected at the two sites were not rigidly comparable as the above discussion would indicate; they employed differing baselines and calibrations. Analytic compariability has been accomplished by applying compression factors to the comparison site supervisory appraisals.

The parallel measurements provided below supply a background for narrative analysis of comparative skills acquisition.

Activity	Enriched Project	Non-Enriched Project
1. Building forms	.94	.50
2. Running conduit	1.00	.50
3. Digging to a grade	.91	.50
4. Finishing cement	1.06	.10
5. Overall progress (combining all 5 performances)	.92	.55

The level of skill improvement at the test site was nearly twice that at the comparison site. The amount of incremental progress achieved by the comparison site participants was tempered by the fact that nearly half were exclusively engaged in exterior painting. Rounded, rotational skills acquisition did not occur for a substantial majority of these participants. Participants with higher motivation and aptitude were exposed to a greater number of skill learning experiences associated with the construction of the condominium. Those whose performance was not as strong remained focused on the housing rehabilitation effort.

Participants at both sites entered the program possessing essentially no construction skills whatsoever. Conservatively stated, participants at the enriched worksite acquired skill in at least four key activities and their average level of performance was at least equal to that of a superior second-year apprentice. In the non-enriched project, participants were exposed to an average of three skill areas, but approximately fifty percent (50%) were exposed only to exterior painting. This is not to say there was not substantial progress made by the comparison site participants, nor is it to suggest that the non-enriched project is not creative and well-managed. However, it is clear that the aggregate level of

skill acquisition at the enriched site was truly greater. Furthermore, the qualitiative differences in participant skill acquisition described above are attributable to enrichment, most specifically to enriched supervision, enriched program content, e.g., more extensive participant job rotation, and greater work complexitty associated with the tasks entailed by the enriched project.

Qualitatively Measured Benefits of Lasting Value:
Acquisition of Work-Relevant Credentials by Participants

Although the acquisition of work-relavant credentials is not a customary objective of program participation, both projects recorded achievements in this area. In the enriched project, seven out of ten high school drop-outs obtained their G.E.D. since entry, and the remaining three drop-outs were attending G.E.D. preparation courses. In the non-enriched, comparison project all participants earned five credits at the community college in the Minor Home Repair course; none earned their G.E.D.

Both sets of accomplishments are clearly desirable and commendable, but the researcher is convinced that the G.E.D. will have greater lasting value to participants both as a credential and, just as importantly, as a mechanism by which the participant improved his/her arithmetic skills--an essential ability in the construction trades particularly, and in the world of work, generally.

Labor organizations repeatedly stressed the importance of improved participant arithmetic skills. On that basis, the labor organizations in the enriched setting were promoters of the G.E.D. activity. Again, while acquisition of work-relevant credentials was not a manifest program objective, G.E.D acquisition is an important concomitance of YCCIP-enrichment.

Comparison of Qualitatively Measured Benefits:
Demand Side-Estimate of Project Value

Previous analysis indicated that the enriched project yielded two principle lasting benefits to the public:

1. The park constitutes an aesthetic enhancement to the community which can reasonably be expected to contribute to an increase in tourism in the long run.

2. The park provides shoppers with a place to take an intermission and thereby may be expected to increase their shopping activity; the park provides people with multiple reasons to come downtown and is likely to entice more families to enter the downtown area.

Benefits yielded by the non-enriched project are:

1. Construction of the condominium four-plex permits home ownership to four families which would not otherwise have had that benefit during the program time-frame.[2/]

2. Housing rehabilitation efforts afford value improvements in the beneficiaries living conditions and investments; neighbors residential investiments are also benefited by the non-enriched project's work product.

3. Rehabilitation of the community clubhouse preserves a historically significant structure and provides a rejuvenated gathering place for members of the neighborhood.[3/]

The researchers is faced with the choice of good vs. better. The non-enriched project yields benefits of lasting value to a substantial number of families, as well as to individual users of the community clubhouse. The enriched project has wider and deeper social impact, however. The number of people who will use and enjoy the park will certainly be greater than the number of individuals whose homes were rehabiltated, or for that matter, the number of individuals who will use the community clubhouse. Obviously, this conclusion is a function of the nature and content of the respective projects.

2/ Drawing upon the model set forth by David Zimmerman and Stanley Masters in "A Pilot Study of the Value of Output of Youth Employment Programs," the project is an example of direct output expansion having high value relative to its supply price in that it chiefly involves housing improvements for poor people who could not otherwise afford to pay for such work.

3/ The clubhouse is a structure of architectural significance in the Pacific Northwest. Its preservation has decided utility for the community as well as historical import.

It can be said that an enriched setting -- one featuring a network of enriched instititutional linkages -- will more likely than not select, or otherwise crystallize, itself around a project which features "something for everyone" to the greatest practicable extent. The "propriety" or comparative desirability of the selected "something" which the project produces or accomplishes is, of course, a political and philosophical question.

Comparison of Qualitatively Measured Benefits:
Cost-Reductions which can be Expected in Future Projects

Reductions in the cost of operating work projects cannot be expected to occur on any significant level in the non-enriched case. No arrangements which would have a significant future cost-reduction effect could be discerned by the researcher.

Cost-reduction possibilities in the enriched environment are more plausible, but nonetheless abstract in nature. The plausibility of future cost-reductions derives from the reasoning that enriched programming creates new interorganizational channels and expands extant ones in such a way that quid pro quo arrangements which reduce overall project costs can prosper.

Comparison of Qualitatively Measured Benefits:
Expansion of Institutional Linkages

This aspect must be understood in the context of an indirect program output. Although expanded institutional linkages are one of the means employed in YCCIP-enrichment, these linkages can also be an output of the enriched project. Indeed, they should be.

The comparison project developed linkages with a consortium of savings and loan institutions and with the local Council of Governments in its effort to build the low-income condominium four-plex. These linkages are likely to prove valuable in launching similar future projects; but "cross-linkages" between organizations other than the project sponsor were minimal when compared with relationships exemplified by the fully integrated Technical Advisory Committee in Bellingham. While such linkages were not developed as part of an "enriched" process, they are, nonetheless, valuable by-products of this housing rehabilitation effort funded by YCCIP. It becomes clear that a well-managed program will develop

some substantial linkages in the course of what could be termed "normal" or "non-enriched" activity.

The enriched project occurred in an environment of generally successful employment and training programs. A pre-existing and complete network of developing linkages was available to the enriched project. Nonetheless, the experience of success associated with the highly visible and popular enriched project can only enlarge the willingness of the involved principals to try new things in new ways.

The emergent difference becomes one of greater scope and depth in the enriched organizational relationships and the associated esprit de corps. The enriched project can generate a sense of community working towards common goals where before, that sense was either absent or underdeveloped.

Performance	Participant 1	2	3	4	5	6	7	8	9	10	PRE	POST	Diff. N	Avg. Diff.	RANK
1. Building Forms	1 1.5			1 1.5	1 1.5			1 1.5	1 1.5		5	7.5	2.5 5	.5	4
2. Running Conduit				1 1.5	1 1.5			1 1.5	1 1.5		4	6	2 4	.5	4
3. Digging to a Grade	1 1.5			1 1	1 2			1 1	1 3		5	7.5	2.5 5	.5	4
4. Exterior Painting	1 2	1 1.5	1 1.5	1 2	1 2	1 1.5	1 1.5	1 2	1 2	1 1.5	10	17.5	7.5 10	.75	2
5. Cement Furnishing	1 1.5			1 1	1 1			1 1	1 1		5	5.5	.5 5	.1	6
6. Sheet Rock	1 2			1 2	1 2			1 2	1 2		5	10	5 5	1	1
Sum of Entry Sum of Exit	5 8.5	1 1.5	1 1.5	6 8	6 10	1 1.5	1 1.5	6 9	6 10	1 1.5					
Difference N	3.5 5	.5 1	.5 1	2 6	4 6	.5 1	.5 1	3 6	4 6	.5 1					
Average Difference	.7	.5	.5	.5	.7	.5	.5	.5	.7	.5					

Legend: Pre Post

SECTION 8

SUMMARY ANALYSIS AND CONCLUSION

SECTION 8
SUMMARY ANALYSIS AND CONCLUSION

Previous sections of this monograph have described and discussed parallel project costs, risks, statistical distribution of program terminations, and qualitatively measured benefits of lasting value. The remaining comparisons are intended to focus upon the quantitative measurement of comparative cost-effectiveness.

Such analysis measures cost-effectiveness in terms of the unadjusted cost per positive outcome using the following formula:

$$\text{Cost-Per-Positive-Outcome} = \frac{\text{Total program cost}}{\text{Number of positive outcomes}}$$

Total program costs include: voluntarily contributed labor, unattached voluntary contributions from the private-for-profit sector, and public funds invested in the project. Positive outcomes include those participants who obtained unsubsidized employment and those who achieved other positive terminations, such as returning to school, entering the armed forces, etc.

In the enriched project, costs of $279,189 were incurred in achieving twenty-six (26) positive outcomes for a computed cost-per-positive outcome of $10,378. In the non-enriched example, costs of $187,987 were incurred in order to obtain eight (8) positive outcomes as for a computed cost-per-positive-outcome of $23,498. Quite simply, the non-enriched project cost-per-positive-outcome is twice that of the enriched project. quite apart from other qualitative considerations which have been discussed previously, such as differential work skill acquisition, credential acquisition, and the likelihood of subsequent unsubsidized employment at union scale.

There are other values which should be considered in developing an adjusted cost-per-positive-outcome which more closely approximate the real social cost of positive project outcomes. Closer approximation of the real unit cost can be accomplished by subtracting a supply side-estimate of the project's labor value from the sum of program costs using the following formula:

$$\text{Adjusted Cost-Per-Positive-Outcome} = \frac{\text{(Total program cost) - (Product value)}}{\text{Number of positive outcomes}}$$

In the non-enriched case, a supply side-estimate of labor value was developed on the basis of competitive bid estimates. The cost of labor associated with the YCCIP undertaking would have been no less than $65,000 in the open market.

In the enriched activity, an architectural firm, licensed by the State of Washington to provide such estimates, calculated that alternative private sector completion of the YCCIP-accomplished portion of the Whatcom Creek Heritage Park and Maritime Heritage Center would have cost $401,000.

When previously unadjusted indices are adjusted accordingly, the enriched project yields an adjusted cost-per-positive-termination of - $4,685, as contrasted with a non-enriched cost of $15,373.

Even if the margin of error in computing the value of the non-enriched project's results was remarkably wide, the cost relationships defined above would still pertain. For instance, if the value of the rehabilitation work performed on fewer than ten homes was twice the $65,000 estimate($130,000), the adjusted cost-per-positive-outcome would still compare unfavorably at $7,248. This is not surprising since the enriched project's benefit-output exceeds its resources-input by a ratio in excess of 1.4:1.

In summary, quantified analysis of the parallel projects indicates that the additional investment of resources entailed by enrichment is well worth the benefits enrichment can bring.

But quantifiable considerations alone cannot apprehend all of the considerations which should dealt with at a the theoretical level, and, more importantly, must be dealt with by a thorough policy decision-maker. Therefore, qualitatively defined summary form. Relying strictly on his own impressions, the researcher has rated the project outcomes using a Guttman-type scaling of 1-10, where one is the least desirable outcome.

OUTPUT	ENRICHED PROJECT	NON-ENRICHED PROJECT
Participant skill acquisition	Nearly all participants exposed to 4-5 skill areas; most developed 4 skills to the level of a superior apprentice	50% were restricted to exterior painting; the other 50% acquired skill proficiencies in 2-3 areas, which would place them in the zone of a respectable pre- or first year- apprentice.
	OUTPUT RATING 8	**OUTPUT RATING 4**
Participant acquisition of work-relevant credentials	High school droputs acquire the G.E.D., which has dollar value in the workplace and psychological value to the participant	Participants earn 5 college credits in minor home repair
	OUTPUT RATING 8	**OUTPUT RATING 5**
Cost-reductions expected in future projects	Project has a track record of trade-offs which have permitted greater utilization of grant resources.	None discerned.
	OUTPUT RATING 5	**OUTPUT RATING 1**
Expansion of meaningful institutional linkages	A consequence of the project was to widen and deepen linkages with discernible effectiveness.	Some financial linkages were established along with some administrative arrangements
	OUTPUT RATING 10	**OUTPUT RATING 6**
Participant work-days generated by the project per $100 of public expenditure	1.4 days	8.3 days
	OUTPUT RATING 2	**OUTPUT RATING 8**
Total Subjective Output Rating	**OUTPUT RATING 33**	**OUTPUT RATING 24**

After considering indices of cost-effectiveness, the qualitatively measured benefits and non-quantifiable risks associated with YCCIP project-enrichment against the analogously measured costs and results of the non-enriched project, the researcher concludes that YCCIP-enrichment is a particularly desirable program strategy--both intrinsically and comparatively. It is well worth the additional investment of financial and staff resources. In fact, in nearly a decade of association with employment and training programs, the researcher has never seen a finer example of an effective, vanguard effort to meaningfully assist the disadvantaged.

The policy decision-maker who is considering the feasibility and desirability of adopting an enriched YCCIP activity must weigh the quantitative and qualitative benefits outlined above for him/herself. As a footnote, when calculating the meaning of "risks" such as those enumerated in the description of the enriched project's costs, the researcher advises weighing the risks in binary terms: If the potential risk comes to pass, what is the worst that can happen? Will the program survive or won't it? If the risks seem tolerable, are there the necessary and sufficient conditions for a successful enriched project? These conditions are enumerated in the next and final section of the monograph. Policy-makers are advised to ascertain the presence or absence of these conditions in their own jurisdictions prior to investing a wealth of time and effort in studying, designing, and implementing an enriched youth "sweat" work project.

As a final comment, it should be mentioned that one of the unfortunate tendencies of summative evaluative research is that it often superimposes program objectives at program termination when these objectives may not have been extant at the time of project design and operation. This monograph succumbs to this tendency in a number of instances including, for example, the measurement of credential acquisition when such acquisition was not a manifest YCCIP objective under the examined grants and contracts. Sometimes it is neccesary to succumb to this tendency in order to fulfill research objectives. Nevertheless, when objectives are superimposed over a project ex post facto, it may sometimes seem that a project, or the people associated with it, are being criticized for not doing what they never said that they were going to do or for not doing what they never--and correctly so--understood that they were supposed to do. All of this is another way of making it plain that the comparison project was a good project, important to its community, and otherwise productive. Sincere appreciation is extended to everyone who contributed to this study.

SECTION 9

ENVIORNMENTAL CONDITIONS WHICH WERE PRESENT FOR A SUCCESSFUL, COST-BENEFICIAL ENRICHED PROJECT

SECTION 9

ENVIRONMENTAL CONDITIONS WHICH WERE PRESENT FOR A SUCCESSFUL, COST-BENEFICIAL ENRICHED PROJECT

The researcher identified a number of conditions which were pre-existent in the environment of the enriched project. Whether the conditions which are set forth below are absolutely necessary to enhancement or whether they can be regarded as "optional" are a set of empirical questions which still need to be examined.

Again, in this research, the listed conditions were known to be present and they were regarded as being highly important by the various principals involved in the enriched activity. The individual policy-maker who is considering the desirability and the feasibility of enriching this or that YCCIP involvement must deliberate whether the absence of one or more of these conditions would change the cost-benefit outcomes of an enriched project in his/her jurisdiction or whether, in fact, the absence of one or more of these conditions could prove disabling.

In addition, the listed conditions may be intrinsically important, or it may be that their presence in a given situation is merely barometrically indicative of some other variable which the policy-maker believes would be critical to mounting a successful enriched project.

In any event, the researcher believes that careful application of the cost-benefit considerations described in the foregoing discussion must properly appreciate salient exogenous or environmental variables.

Advisory Committee Vitality

The community in which the enriched project was conducted had a history of robust advisory committees in the employment and training field. The labor-management committee, which advises the vocational-technical institute, is actively involved in shaping the institute's curriculum and direction; it is far from a "rubber-stamp" organization. Similarly, the local manpower planning council was vital and had successfully involved organized labor to the extent that gaining a quorum was seldom a difficulty since tardiness and/or absence were minimal. The vitality of advisory committees can be viewed as a barometer of the degree to which complex linkages will be possible. It is also indicative of the amount of additional staff time and effort which would conceivably be required

for implementing enrichment, since it stands to reason that the wider and deeper pre-existing involvements and interrelationships are, the less costs will be incurred in developing and strengthening the linkages necessary to enrichment.

A Successful Employment and Training Program Environment

Similarly, the enriched project proved successful in an environment which had a generally successful history of employment and training programs. Critical indicators of a "generally successful history of employment and training programs" includes such things as: adequate-to-superior program administrative capability; absence of, or minimal program-related scandal; comparatively successful output indicators, such as levels of placement and other positive terminations; an absence of program overlap, duplication, and conflict in the community.

Key Principals Possess Adequate Authority

Principals whose involvement was critical to the success of the enriched undertaking all stressed that adequate power to commit their organizations was an essential ingredient. Adequate authority permits the principals to creatively and flexibly fulfill exigencies which may prove apparent only to those who are intimately involved with the project. It permits the principals involved to decide to use innovative and/or de-institutionalized approaches to unfamiliar circumstances and problems. This condition is indicative of other variables which are important ingredients for success, including such things as: adequate management, as reflected by authority-delegation patterns; organizational enthusiasm (staff morale); and institutional risk-taking proclivity and ability.

Broad Collective Desire to Make the Project Work

Strictly speaking, this cannot be a condition pre-existent to the project itself. Instead, it is reflective of conditions where the securing of adequate commitment of influential persons was regarded as a feasible objective. The collective desire to make the test project succesful was heavily buttressed by the active support of the community's chief elected official. The availability of adequate community pride to support the effort was perceived as being available to the developers of the enriched project.

Differing Organizational Policies and Procedures are Reconcilable

Enriched linkages will necessarily entail the reconciliation of incompatabilities

between organizations. Before undertaking the enriched project, the key principals believed that they were capable of reconciling organizational differences in a creative way so as to permit the project to be furthered. For instance, it was clear that varying personnel policies would need to be reconciled between the various organizations to permit the establishment of no-nonsense "real world" work conditions at the job site. There was a pre-existing confidence that a spectrum of potential administrative disharmonies could be overcome.

Penetrability of Labor Organizations

It is clear that if a project sponsor intends to involve organized labor in the enriched project's design, then organized labor must at least be "approachable" in the sponsor's community so that a "sales pitch" can be delivered with some likelihood of success. In addition, in the test project community, the ranks of local unions were not filled exclusively, or even mainly, through family ties. Therefore, the likelihood of non-affiliated disadvantaged youth being able to penetrate into the apprenticeship ranks was reasonable, as was the fulfillment of the criterion for developing efficacious linkages for job placement purposes. These considerations should be carefully studied by the policy decision-maker prior to opting for YCCIP-enrichment.

APPENDIX A

DESCRIPTION OF ENRICHED-PROJECT INDIVIDUAL PARTICIPANT ACCOMPLISHMENTS

APPENDIX A

PARTICIPANT NUMBER	CURRENT STATUS	ACCOMPLISHMENTS
1	Returning to school full-time and will seek employment as an apprentice carpenter	Passed carpenter's Pre-Apprenticeship test.
2	Cement mason apprentice	Obtained G.E.D.
3	Will seek employment as an apprentice carpenter	Passed carpenter Pre-apprenticeship test
4	Transferred from SYEP and will enter the local vocational-technical institute in electronics	Completed SYEP
5	Transferred from SYEP and will enter local college in Park Technology; is working on GED	Completed SYEP
6	Attending local vocational-technicalinstitute in welding	Working towards iron worker apprenticeship
7	Seeking employment as an apprentice carpenter	Gained academic credit from the vocational-technical institute; passed carpenter's pre-apprenticeship test

8	Seeking employment as an apprentice carpenter	Obtained G.E.D. and passed carpenter's pre-apprenticeship test
9	Will seek unsubsidized employment as a laborer and/or apprentice carpenter	Obtained G.E.D. and passed carpenter's pre-apprenticeship test
10	Will transfer to YETP	Working towards cement mason apprenticeship
11	Working towards plumbers and pipefitters apprenticeship	Passed (with high score) GATB test for Plumbers and Pipefitters apprentice-ship; obtained G.E.D.
12	Seeking employment as a construction laborer	Placed on Laborer's Union "B" List
13	Attending local vocational-technicalinstitute welding course and working on G.E.D.	Transferred from YETP
14	Seeking employment as an apprentice carpenter	

APPENDIX B

PARTICIPANT CHARACTERISTICS

APPENDIX B.1

PARTICIPANT CHARACTERISTICS IN THE ENRICHED PROJECT

The experiences of thirty clients were considered for purposes of this evaluation. All participants were CETA Title IV - eligible. Twenty-five of the thirty were Economically Disadvantaged; the other five were ranked between 71% and 85% on the Lower Living Standard Income Level. Twenty-three participants were male and seven were female. One participant was Black, one Hispanic, two American Indian, and the remainder were Caucasian. Eleven of the participants were high school drop-outs.

APPENDIX B.2

NON-ENRICHED PROJECT PARTICIPANT CHARACTERISTICS

One of the twenty-one participants was female. Seventeen were black, and four Asian. All were disadvantaged with one ranked at 70% of the Low Living Standard. Fourteen were high school drop-outs.

The text's assertion that demographic characteristic differences between the two projects did not contaminate the research comparison is buttressed by a comparison of respective minority placement rates. The non-enriched project achieved a thirty percent minority placement rate while the enriched project accomplished a minority placement rate of 66 percent.

APPENDIX C

LOCAL NEWS COVERAGE OF THE ENRICHED PROJECT

Bellingham, Wash. Herald, Thurs. Sept. 28, 1978

G-P payment offer more than expected

By JOAN CONNELL
Herald Staff Reporter

Georgia-Pacific Corp. is going to pay the city of Bellingham $400,000 toward development of a maritime heritage center proposed for the mouth of Whatcom Creek.

The $1.4 million project includes plans for a fish hatchery on the site of the city's old sewage treatment plant, a marine technology program operated by the Bellingham School District, and a museum tracing the area's fishing and marine industries.

The G-P money would be matched with federal grants, Mayor Ken Hertz said, to develop "a recreational facility with an educational theme in the heart of downtown Bellingham."

Hertz told the City Council committee of the whole Wednesday that the $400,000 meets a state requirement that G-P provide the city with "equal or better waterfront access" in trade for G-P's new sewage treatment lagoon along Bellingham Bay.

Georgia-Pacific is also paying the city $81,000 for streets on the site of the sewage treatment lagoon. That money will go to the city's street and storm drainage improvement fund.

The monetary agreement, Hertz said, "was substantially more than we expected."

The city's grants coordinator, Steve Price, told the council that the

(Continued on Page 5A, Col. 1)

YCCIP

G-P payment offer more than expected

(Continued from Page One)

maritime heritage center's development would be accomplished in several phases.

About $200,000 of the G-P money would be combined with state or federal money to acquire additional property around the old sewage treatment plant.

The remainder of the G-P money would be combined with other state and federal grants to develop the fish-rearing facility, estimated at $850,000, which would be aimed at restoring salmon runs to Whatcom Creek.

The state departments of fisheries game would assist in the project, providing fish, eggs and feed. A federal youth training program grant which would allow initial development of the fish-rearing facility is near approval, Price said.

The project would include conversion of two of the old city sewage treatment tanks to hatcheries, construction of a spawning pond, and installation of fish ladders on Whatcom Creek.

A fish-viewing facility, similar to that at Seattle's Hiram Chittenden Locks, also would be constructed.

Dr. John Zei, assistant superintendent of the Bellingham School District, said he envisions conversion of the old pumphouse on the sewage plant site to classroom space.

George Thomas, director of the Whatcom Museum of History and Art, said interpretive displays, artifacts and photographs in the proposed museum would trace Bellingham's heritage as a marine and shipbuilding center.

Hertz told the council the proposed maritime heritage center would pave the way for more commercial- and tourist-related development on the waterfront.

If the City Council rejects the idea of the maritime heritage center, the $400,000 would not be available from Georgia-Pacific, according to Hertz.

"If the council turns down this proposal, then they could negotiate with Georgia-Pacific on whatever alternative they have in mind," Hertz said

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editorial page

Sunday Herald, Bellingham, Wash. Nov. 12, 1978

Remarkable change

Bellingham City Council has given the mayor authority to seek outside money to develop a park at the mouth of Whatcom Creek. The idea is to build a "heritage" park, complete with salmon spawning channels and a fish ladder up the falls.

That anyone would even think of using Whatcom Creek waterway for a fishery project is testimony to the remarkable changes that have occurred on Bellingham Bay in recent years.

The truth is that the mouth of Whatcom Creek probably has not been so pollution-free since pioneers Roeder and Peabody built their sawmill there 126 years ago. From that time on, mills dumped their refuse in the waterway, and the city poured in its sewage.

Ten years ago, Bellingham was dumping treated sewage into the waterway, and the pulp mill was spewing out its waste lignin. The amount of oxygen in the water was as close to zero as could be measured. Even worms were hard pressed to survive.

Since then, the city hae built its new treatment plant on the south side, and Georgia-Pacific has drastically reduced its discharge of wastes and is in the process of doing even more to improve the water quality. In fact, it is money G-P is paying the city for the use of the shoreline for its water treatment lagoon that is providing the seed money for the park.

The park project is proof that sometimes things do get better.

Work to begin on education center

By CLAY STAUFFER
Of the Herald Staff

The Whatcom Creek trail project, financed by a federal grant to provide job training for 16 local youth, now will take on converting an old city sewage plant to a marine-education center.

Work on the 850 foot, two-bridge trail system adjacent to the Pickett Overlook park, began in March. Although the project is paid for by a $183,749 Comprehensive Employment and Training Act grant, local contributions to the project total at least $32,000, city officials say.

The community-contribution estimate doesn't include the hourly value of labor donated by local labor organizations, including the Ironworkers' Union Local 565 and the Carpenters' Local 726.

The deadline for the entire project, which includes conversion of the vacated sewage-treatment plant operations to a marine-education center, is Sept. 30.

John Ivary, operations manager for the city's Park and Recreation Department, says the deadline will be met. Ivory is supervising the Whatcom Creek Trail project.

Steve Price, city grants coordinator, said the $183,749 CETA grant, plus $50,000 of Georgia-Pacific Corp.'s $100,000 donation toward Maritime Heritage Park, will pay for the trail-building and marine-education center.

"Technically there's no such animal as Whatcom Creek Park," Price said. Eventually the trails, marine-education center and another five acres on the south side of Whatcom Creek will be known as the Maritime Heritage Center.

"This is Bellingham's Stanley Park, said Gay Dubigk of the Northwest Services Council, which is administering the project."

An 81-foot, glue-laminated-beam bridge will be lowered into place by a crane at about 10:45 a.m. Tuesday by the 16 young people who are learning various construction skills.

Scheduled speakers include Hertz, Eugene Wiegman, commissioner of Washington's Employment Security Department; Dean McCorkle, of the U.S. Department of Labor; James Roberts, superintendent of the Bellingham Public Schools; and Chuck Mason, of the Washington State Building and Construction Trades Council.

According to Wray Newkirk, secretary of the Whatcom Building Trades Council, the youth employment program is recognized by local construction unions as pre-apprenticeship training experience. Youths work in concrete, rough carpentry, metal and other fields, Newkirk said. Nearly all, he added, have chosen a field to specialize in.

The Northwest Services Council asked the Employment security Department for an additional $42,486 in May, to pay for the conversion of the old treatment plant building.

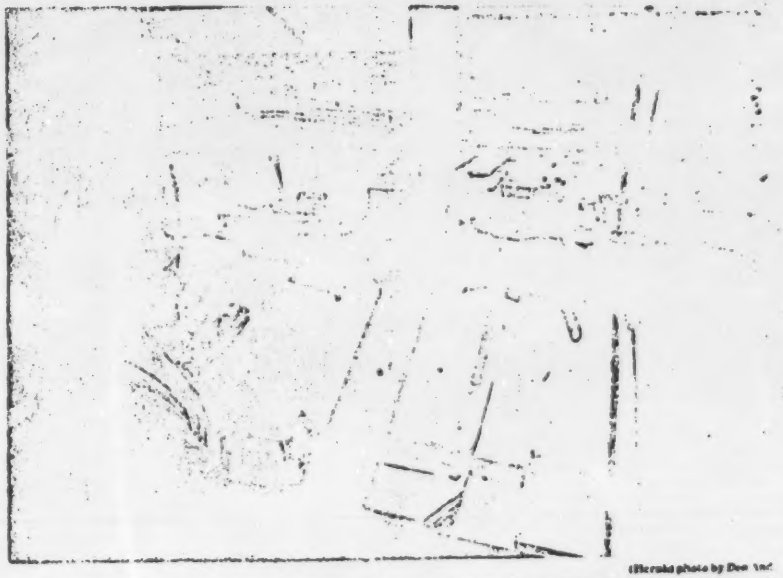
Des McArdle, program developer for Bellingham Vocational-Technical Institute, said a beginning marine-education program could begin for high school students in December at the center.

"What we have in mind is to participate in a program in marine technology for high-school students who've never had any real introduction to marine-related fields," McArdle said. "When it all comes together it will be a big plus for the community."

Price said Northwest Steelheaders, who have raised trout fry in two of the 65-foot-diameter treatment tanks, will continue to oversee the hatchery efforts at the maritime center this year. But beginning in late 1980, the Vocational-Technical Institute and the Steelheaders will work out a way to operate the center together.

Included in the project is a new, 520-foot pipeline for the hatchery's water supply from Whatcom Creek.

Price said the city plans to use $380,000 of the Georgia-Pacific donation to buy five acres of property on the south side of Whatcom Creek. A $600,000 Inter Agency Council for Outdoor Recreation grant would provide $800,000 to shape the five acres eyed by the city south of the creek into the Maritime Heritage Center park system.



(Herald photo by Don Mc

Whatcom County Building Trades Council Secretary Wray Newkirk looks over the proposed marine education center at the mouth Whatcom Creek.

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Work to begin on trails along Whatcom Creek

By CLAY STAUFFER
Of the Herald Staff

By late summer you will be able to walk along Whatcom Creek from Grand Avenue to the old sewage-treatment plant without being maimed by brambles.

Work on a trail system along the creek will begin in March with the hiring of 16 local youths. With the help of local building-trades supervisors, they will begin development of Whatcom Creek Park.

The project is paid for by a $141,194 grant under the Comprehensive Employment and Training Act's Youth Community Conservation and Improvement Projects program, designed to provide pre-apprenticeship training for local disadvantaged youths.

The grant will pay for building and repairing fences, turning the old sewage-treatment tanks into fish rearing ponds, brush clearing, grading of steep slopes and construction of park facilities.

Steve Price, grants coordinator for the city, said the estimated cost of materials for the project ranges from $40,000 to $60,000. Money to pay for the materials will come from a $400,000 donation to the city's Maritime Heritage Center fund by Georgia-Pacific Corp. and other donations, Price said.

"I think we can generate that kind of support," Price said.

In addition to landscape work, the project involves construction of park facilities. A six-foot-wide trail extending along the south side of the creek from Grand Avenue to Pickett Bridge is planned. About 850 feet of trail will be built, with stairs built where needed.

The construction will match the style of the Pickett Bridge, said Gay Dubigk, administrator for the Northwest Services Council, which has been awarded the contract for administering the CETA money.

Shelters and benches will be the final part of the project. A big shelter will be built near the unit pavers on the north side of the creek. A smaller shelter will be built at the western-most trail end at the Roeder Mill Historical site, Dubigk said.

Preparation of the site will take about two months, Wray Newkirk, who has been selected project supervisor, said. Newkirk is secretary of the Whatcom County Building Trades Council, an organization of about 2,000 building-trades workers in 17 crafts fields.

Three building-trades journeymen will help Newkirk supervise work. Ironwork apprentices will build the main bridge on the trail.

"No one will spend the whole time cutting blackberry bushes," Dubigk said. "The emphasis is on youth training, working with local labor organizations to help youths. It's not a push-broom job."

The project is paid for through Sept. 30, Dubigk said.

Price said the project received the highest priority rating by state officials involved in administering CETA money. The city, which has contemplated the project for about a year, put together the proposal for the money in late summer after word of the money was spread to local officials.

"It's critical to the development of downtown Bellingham that this project get ahead as rapidly as possible. It will tie in the downtown with what the port and the city are going to be doing to the waterfront area," Price said, noting that developers already have expressed interest in developing property adjacent to the Whatcom Creek project.

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of bargaining.

A major point of contention in many districts is an "acceptable" cost-of-living increase, according to several teacher negotiators.

them up to date on negotiations and ask for future direction.

There has been some movement at Lynden's bargaining table, according to teacher negotiator Mike Flaherty, but "only

Districts below the state average will be allotted approximately an 8.5 percent salary increase.

However, whether the state has the legal

State Superintendent Frank Brouillet, however, last month urged school districts to abide by the new law.

"I can only caution that the legislature seems determined to recognize only

compromise and subject to more t interpretation."

"Too much is at stake and we m formal legal advise, he said."

Bridge

Crane lifts 8-ton foot bridge into place at new Whatcom Creek park

All officials gave speeches Tuesday on the merits of Bellingham's new Maritime Heritage Center, the 17 youths who had put their backs into the project waited for their part of the show to begin.

The knot of hard-hatted apprentice ironworkers, carpenters and cement workers tightened as a huge crane lifted the 8-ton bridge they had built over Whatcom Creek.

And instead of applause, what followed the placement of the bridge was a crescendo of hammering, as the young CETA workers put the last boards into place so assembled city, state, federal and local labor officials could try it out.

The Maritime Heritage Center, at the mouth of Whatcom Creek below Prospect Street, soon will be the site of a fish hatchery and interpretive center.

The city-sponsored project involves the Bellingham School District and Bellingham Vocational-Technical Institute, the Northwest Steelheaders Assn., money from the state and federal governments and a $400,000 contribution from Bellingham's Georgia-Pacific plant.

The 17 young CETA workers who have been involved in the project for the past six months have constructed a trail from City Hall down to the park site, laid sidewalks, and built the first of two footbridges that will allow access to the urban waterfront of the Whatcom Waterway.

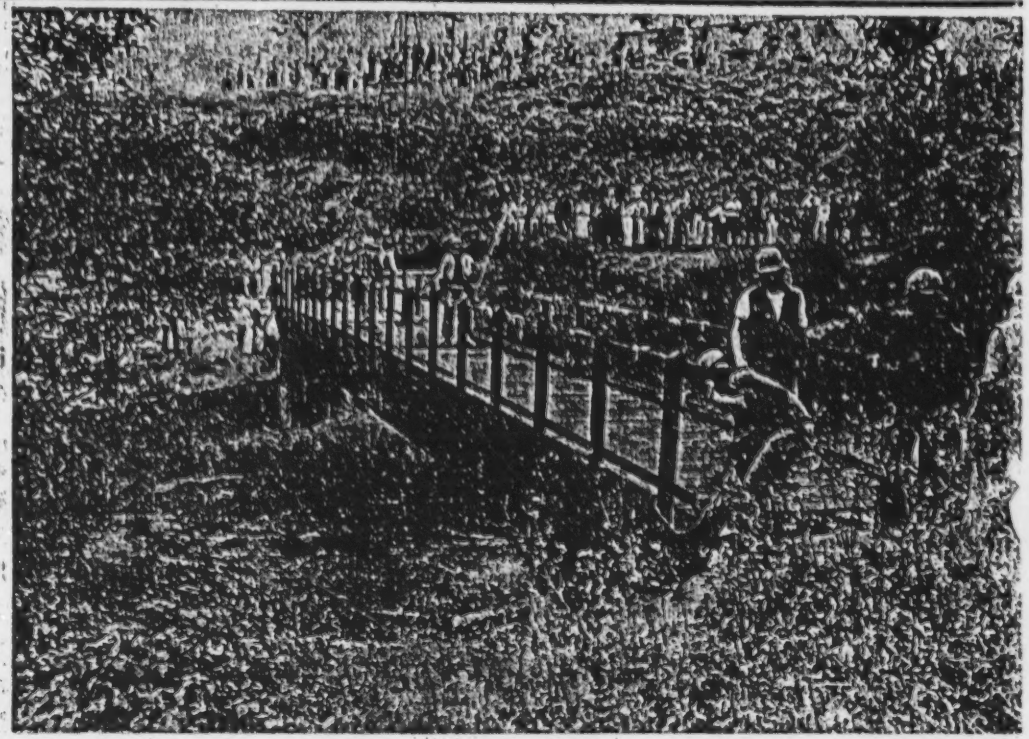
To say they are proud of their accomplishments is an understatement.

Tim Jones, 20, of Bellingham, posed with a cigar in his mouth while his mother snapped an instamatic picture of him in front of the bridge.

"This has helped him accomplish something he's always wanted to do," Mrs. Jones said. As a result of the training he received on the job, she said her son has gained entry to the cement workers' union and will be able to launch his own career.

Denise Atwood, 19, brought her puppy to the ceremonies, "so he'd be the first dog on the bridge." She'd had no a prior experience in the carpentry trades, but says she's confident she'll connect with an apprentice carpenter job once the CETA work is finished.

U.S. Department of Labor official Dean McCorkle credited the co-operative effort between the local labor unions, which directed on-the-job training for the youths, the state Employment Security Department, the city and local businesses.



(Herald photo by Don A

Spectators wait to try out a new bridge over Whatcom Creek at dedication ceremonies Tuesday.

Oil-rig building site receives conditional suppo

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A GUIDEBOOK FOR
THE ENRICHMENT OF
LABOR-INTENSIVE WORK PROJECTS

PART A

CIVILIAN CONSERVATION CORPS:
THE FIRST ENRICHED LABOR-INTENSIVE WORK PROJECT

PART A

CIVILIAN CONSERVATION CORPS:
THE FIRST ENRICHED LABOR-INTENSIVE WORK PROJECT

During 1930-1932, there were an average of nine hundred bank failures per year. Homes were being lost daily; 400,000 were lost in the year 1932 alone. Thousands of farms were being sold. Family life was breaking down under the devastating pressure of the Great Depression. In 1933, nearly seven million youth between the ages of ten and twenty-five were out of school, out of work, and out on the street. Young people began to wander from coast to coast looking for food as much as a tangible opportunity and some semblance of stability. High school--let alone college--enrollments were declining as reciprocal increases occurred in hobo jungles and breadlines.

President Franklin D. Roosevelt entered office promising to take action to relieve the problems of unemployment and the imprudent use of America's natural resources. In his first inaugural address, he said:

> Our greatest primary task is to put people to work. This is not an unsolvable problem if we face it wisely and courageously.
>
> It can be accomplished in part by direct recruiting by the Government itself, treating the task as we would treat the emergency of a war, but at the same time, through this employment, accomplishing greatly needed projects to stimulate and reorganize the use of our natural resources.

To combat the severe depression, Roosevelt spent his first days in office sketching an organization that would pool the resources of the Departments of Labor, War, Agriculture, and Interior under singular leadership to reduce youth unemployment while simultaneously aiding the cause of conservation.

In his March 21, 1933 message to Congress, President Roosevelt said:

> I propose to create a Civilian Conservation Corps to be used in simple work, not interfering with normal employment, and confining itself to forestry, the prevention of soil erosion, flood control, and similar projects. I call your attention to the fact that this type of work is of definite practical value, not only through the prevention of great present financial loss but also as a means of creating future national wealth.
>
> Control and direction of such work can be carried on by existing machinery of the Departments of Labor, Agriculture, War, and Interior.

> I estimate that 250,000 men can be given temporary employment by early summer if you give me authority to proceed within two weeks...

After "An Act for the Relief of Unemployment through the Performance of Useful Public Works and Other Purposes" had been passed by both houses of Congress and signed by the President, an Executive Order was issued on April 5, 1933. The Executive Order (1) appointed Robert Fechner of Boston, Vice-President of the International Association of Machinists, as Director of Emergency Conservation; (2) provided that an advisory council of four should be established including representatives of the Secretary of Agriculture, the Secretary of War, the Secretary of Interior, and the Secretary of Labor; and (3) transferred $10 million for use by the Director of Emergency Conservation Work.

Subsequent action was rapid. Two days after the issuance of the Executive Order, the first CCC participant was selected by the Department of Labor and enrolled by the War Department. Twelve days after inauguration of the CCC, the War Department established the first work camp in the George Washington National Forest near Luray, Virginia. Members of the CCC began work under the supervision of the United States Forest Services.

At first, the camp was merely a group of army tents called Camp Roosevelt. As time progressed, however, other structures such as barracks, and recreation and mess halls were created.

Efficient mobilization of men occurred rapidly. At the end of three months 300,000 men were involved in the CCC effort.

The first CCC enrollees were from major urban areas. Eligibility was limited to unemployed and unmarried male citizens between the ages of 18 and 25 who indicated they would allot a substantial portion of the program's monthly cash allowance of $30 for the assistance of their families. Most enrollees allotted $25 for this purpose.

The enormity of the Civilian Conservation Corps and its accomplishments is essentially unfathomable. Between April, 1933 and July, 1936, nearly two million men were given employment. Roosevelt's "Army" as it was sometimes called, planted 766 million trees in forests during this period. Other measurable accomplishments included forest stand improvement in the amount of 2,457,319 acres; forest hazard reduction over an expanse of 1,517,238 acres; 2,761,818 man-days expended in fire-

fighting; 71,455 miles in truck trails created; 48,625 miles of telephone line strung; erosion control measures implemented over an area of 3,367,292 acres; and dam-building and gully control occurred over an expanse of 2,439,819 acres.

Thousands of small reservoirs, water holes, and springs were developed to provide drinking water for agricultural purposes. Swimming pools were constructed for use by disadvantaged children. Picnic grounds were established from coast to coast. It has been estimated that the U.S. conservation program was advanced at least twenty years by virtue of the CCC's accomplishments.

The American public was genuinely and thoroughly impressed with the Civilian Conservation Corps, the speed and efficiency with which it had been established, the good it was doing for previously unemployed and demoralized participants, the stimulation which it provided to the depressed economy, and the physical accomplishments which it left in its wake for enjoyment by Americans.

The CCC had initially been for a two-year period.

As the two years came to an end, President Roosevelt enthusiastically proposed an extension of the program:

> The results achieved in the rehabilitation of youth, the conservation of our natural resources, the development of new recreational opportunities for our citizens, and the quickening of business recovery have proved so worthwhile that I have not hesitated to recommend continuance for Civilian Conservation Corps Camps, for another two years.

On March 24, 1935, the New York Times mirrored the President's enthusiasm in an editorial which said in part that the:

> Three results listed by the President (rehabilitation of youth, conservation of our natural resources, development of new recreational opportunities) would in themselves make these - camps 'worthwhile' quite apart from the 'quickening of business recovery,' and would urge their continuance even in good times.

Congress extended the CCC for another fifteen months by passing the "Emergency Relief Appropriation Act of 1935."

Contemporary employment and training professionals may not be aware that the CCC offered considerably more than "sweat" work to it enrollees. For instance, shortly after reaching camp, each enrollee was interviewed in order to map out an employ-

ability development plan. A tailored program of educational instruction was created and implemented for each enrollee. Over seventy percent of the CCC's enrollees were involved with one or more evening classes on a voluntary basis. Illiteracy was a substantial social problem at the time, and more than 40,000 individuals were taught to read and write during their tenure with the CCC. Enrollees were exposed to multiple trades and skills; more than sixty major occupations were represented in the activities of the CCC.

Furthermore, enrollees were given the opportunity to learn various hobbies through evening courses. In most instances, the hobbies which were taught contained a great many work-relevant skills. Leather craft, metal work, and furniture-making were among the hobbies represented in the curriculum.

Each camp possessed a library which was well-stocked with a variety of reading materials. Traveling libraries, which went from camp to camp, supplied the enrollees with recent popular fiction and books on nature and travel.

There was considerably more to the CCC than "sweat" work, and the additional services which were provided to the enrollees are not unlike the concept of "enrichment" which is being applied in selected contemporary labor-intensive projects, the focus of this guidebook.

The architects of the CCC understood that the Great Depression was a psycho-social as well as an economic phenomenon. The CCC, therefore, not only provided "sweat" work to combat the depression in its economic aspects, but also provided an environment in which personal development and revitalization were encouraged and nurtured. In that sense, the CCC can be regarded as America's first "enriched" social program which administered "treatment" to the person-as-a-whole. It is in respectful acknowledgement of that fact that this guidebook to work project enrichment is offered.

PART B

TO ENRICH OR NOT TO ENRICH

PART B
TO ENRICH OR NOT TO ENRICH

In many instances, adaptation to a modernized Civilian Conservation Corps program model would amply serve the work project needs of a community. In other instances, more extensive variations on the CCC theme would be appropriate.

Research concerning ways in which "sweat" work projects can be made more successful and more cost-beneficial under specified circumstances has been particularly instructive with respect to the notion of work project "enrichment".

An enriched work project design is construed to mean one which features: (1) linkages between organizations which have been nurtured for purposes of enhancing project efficiency and efficacy; (2) increased allocation of resources away from participant wages and fringe benefits to cost categories such as supervision and materials; and (3) heightened program complexity resulting from increased interdependencies in activity scheduling.

The history of a successful, enriched project is the subject of the remainder of this guidebook. The enriched project, located in Bellingham, Washington, was called the "Whatcom Creek Heritage Park and Maritime Heritage Center Project". The Whatcom Creek Park and Center was created by program participants on the site of an old sewage treatment plant on steep, highly overgrown terrain adjacent to the creek, with access to the Bellingham waterfront.

The major work involved in turning the project plans into reality included (1) relocating a pre-existing fence and installing a new one; (2) modification of a sewage treatment tank for fish-rearing purposes; (3) extensive brush clearing; (4) extensive grading of steep slopes; (5) construction of park facilities, including installation of a footbridge across Whatcom Creek, which was the occasion for a highly visible civic dedication ceremony; and (6) the extensive rehabilitation of a building for use as a multi-purpose facility.

Notably, the community-based organization which sponsored the project had not originally envisioned a large-scale enriched activity. The community-based organization (CBO) and the City of Bellingham were originally engaged in planning a youth work project of much smaller scope; they had in mind some brush-clearing and

moderate trail construction. In the process of developing arrangements for the original project, the CBO and the City conceived of a more ambitious project. A fusion of ingredients occasioned the emergence of a large-scale, enriched program concept. These ingredients included: (1) the CBO's consuming interest in program innovation and quality; (2) the City's intermittent interest over a seventy-year period in developing a park which had access to the waterfront; (3) the Mayor's intense personal interest in parks; and (4) the emerging availability of voluntary financial contributions from a major private sector firm in the community, which enabled a creative and ambitious undertaking.

Upon abstract formulation of an expanded and enriched project concept, the CBO established itself as an intermediary between a number of participants who were regarded as critical to the activity's overall success. While the City developed mutual-benefit arrangements with the Georgia-Pacific Corporation to secure a $400,000 voluntary contribution, the CBO strengthened its relations with organized labor so that quality supervision and productive linkage with apprenticeship programs would be concretized. The CBO also linked the local vocational-technical institute into the process for requisite educational support.

The CBO came to operate in an intermediary role as construction contractor. In this capacity, the CBO sought to hire supervisors for the project; but it encountered difficulty in recruiting and confidently selecting supervisors when it employed channels other than the local union business agents themselves. In other words, the CBO did not possess established criteria by which to judge the relative quality of the applicants being interviewed. Thus, liaison with the various business agents expanded to include arrangements for selection of supervisors by the agents. On the basis of the experience, the value of intense cooperation and coordination between the various institutions involved became much clearer. The City, the CBO, the local vocational-technical institute, the private sector, and the labor organizations discerned that regular group communication was fundamental and facilitative. While this development certainly did not and should not have surprised anyone, each of the organizations discovered that it possessed a wealth of information and services which could be contributed to one another--and thereby to the project as a whole. They concluded that periodic plenary meetings were the best means for getting things done--correctly, quickly, and creatively. The "Technical Advisory Committee" was born. The steps for developing a successful enriched project and a description of the Technical Advisory Committee are set forth in part C. In fact, part C describes the entire process by which an enriched project can be successfully planned and implemented, predicated upon the Bellingham, Washington experience.

A number of other summary clarifications should serve to convey a fuller sense of the enriched project's scope. The community based organization could have used a variety of other employment, training grant, and program vehicles to implement a different simpler design. An enriched YCCIP model was selected because the project had tangible, highly visible political and public support. The design was selected both because to it offered a wide range of skills for participants, and job rotation would provide the basics skills of all the involved trades to the participants, thereby facilitating intelligent career decisions by the participants. Furthermore, the enriched model was selected because it offered multi-agency interaction (private sector, unions, government, schools, private non-profit, etc.); and the work-site would operate like a private sector "construction company" with supervisory training. The community-based organization chose to operate as an intermediary in the cooperative effort fully cognizant of its correctly held belief than an attempt to "do it all alone" would not have resulted in an efficacious enriched project.

The project was not "just" a park - it was a multi-purpose site. Reclamation of the abandoned sewer plant provided a facility for use by the public school, by steelhead fishermen, the Department of Game and Fisheries, and the public-at-large (i.e., the public would have access to the facility for evening classes). Furthermore, costs of on-going maintenance and operation of the facility were to be borne by its users.

The enriched design was fully intent upon heavily involving organized labor and creating bona fide opportunities for post-program entry into apprenticeship. Before contacting the local Business Agents, the community based organization sought and obtained the State Building Trades Council's endorsement for the project. The Request for Proposal used by the project operator specified the conditions for involving organized labor in apprenticeship training.

Federally-granted resources in the amount of $183,789 were made available for the enriched project. The $183,789 made available for the enriched project is substantial - in the context of an average Region X (Pacific Northwest) YCCIP grant amount, which averages $240,000 per prime sponsor--as distinguished from an individiual sub-sponsor project. The total cost per participant was $6,126 which is significantly more expensive than the $1,570 cost per participant at most non-enriched projects. A YCCIP cost per participant of $1,850 has been typical of the Pacific Northwest as a whole. The cost per participant measured in wages and fringe benefits alone was $2,516.

These aspects of the project will become clearer in the remainder of the text. Suffice it to say at this time that development of the multi-purpose site concept and its construction using an enriched labor-intensive project design was an ambitious--and not inexpensive--undertaking, far-reaching in scope.

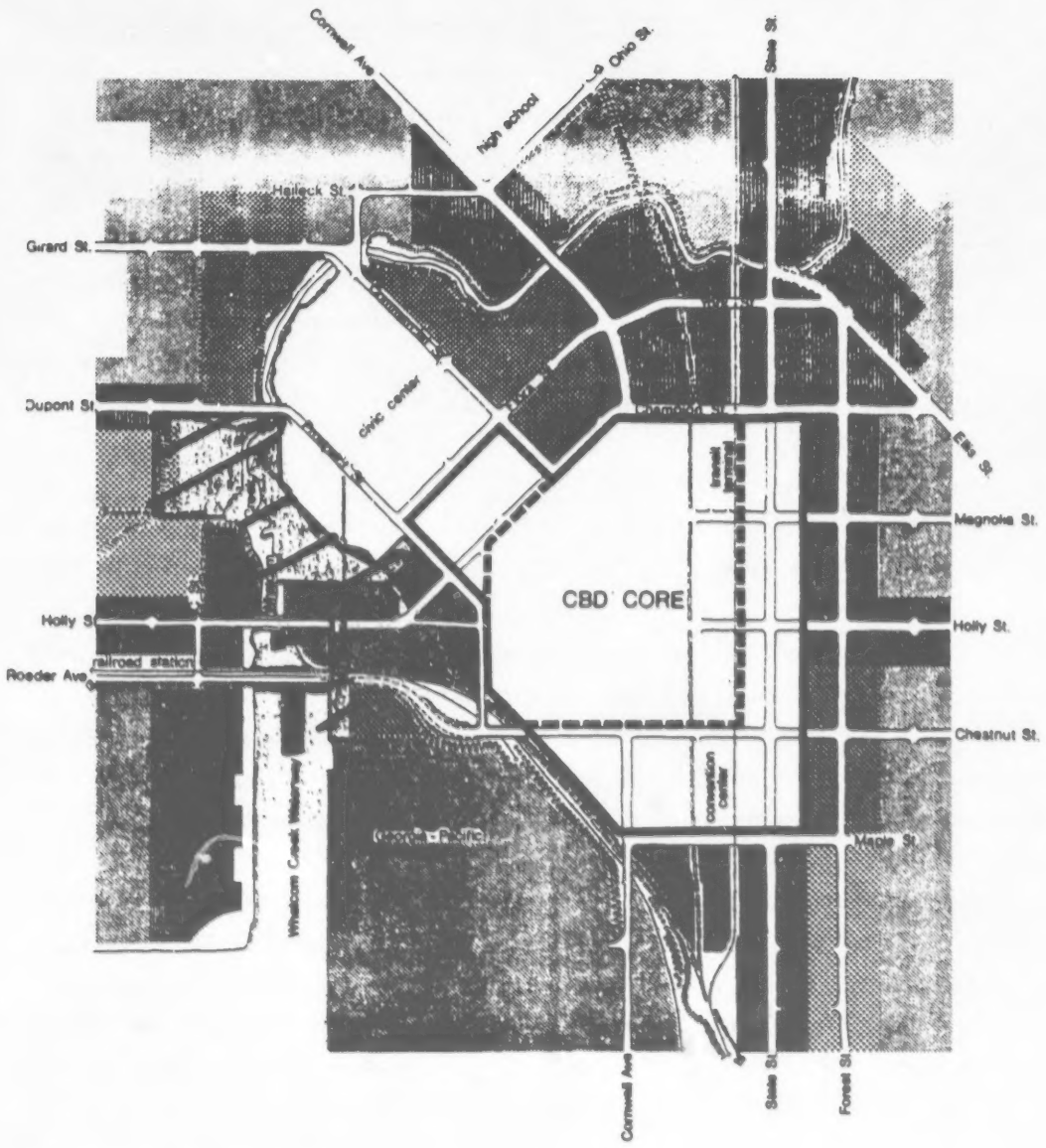
The location of the Whatcom Creek Park and Maritime Heritage Center relative to the City's central business district and waterfront is depicted on the map which appears on the next page. As can be seen, the facility covers a considerable amount of land; and as one can well imagine, there was a substantial amount of labor-intensive land-clearing involved since virtually all of the steep terrain was heavily overgrown.

A comparative analysis of parallel work projects has been conducted in order to ascertain the relative costs and benefits of operating an enriched project design. A synopsis of this study is being provided so that the reader can weigh the various considerations and draw conclusions as to whether adoption of an enriched model would be feasible and desirable in his/her jurisdiction.

Key similarities between the two projects afforded comparative evaluation. Participants enrolled in the comparison project were not significantly different than those in the enriched project; they were all 16-19 years of age and displayed similar behavioral problems upon program entry, such as alcohol and drug abuse, and lack of personal trust. Many showed tendencies to live outside, or on the periphery, of socially and legally accepted mores. Upon program entry, participants in both projects found it difficult or impossible to take orders or constructive criticism. While the comparison project featured a higher proportion of minority participation in a setting which was more urban than the setting for the enriched project, the participants employed in the parallel projects displayed highly similar employability obstructions.

- **Vectors of Parallel Project Comparison**

  The research considered four vectors of parallel project comparison which are useful to this guidebook: (1) technical aspects of the project; (2) project supervision; (3) interorganizational linkages; and (4) program planning and organization.



- EXISTING CBD CORE
- CBD CORE 2000
- COMMERCIAL
- OFFICE
- WATERFRONT COMMERCIAL
- INDUSTRIAL
- PUBLIC
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- PARKS AND OPEN SPACE
- LANDSCAPED BUFFERS
- BLUFFS
- TRAILS
- EXISTING STREETS
- NEW STREETS
- RAILROAD

CBD - WATERFRONT INTERFACE LAND USE PLAN

May 1978

- **Technical Aspects of the Project**

  The skills employed in the two projects overlapped considerably. The comparison project consisted chiefly of housing rehabilitation and construction activity which called upon skills such as plumbing, cement masonry, painting, electrical, and general labor. The enriched project in creating the extensive downtown park drew upon a similar set of construction trade skills.

  Although the skills employed in the two projects overlapped substantially, the scope of the enriched project was considerably greater and involved complex work scheduling in order to make optimum use of personnel, time, and space. It also featured a more formidable scope of work.

- **Project Supervision**

  Both projects replicated "real world" work expectations as much as possible. Requirements for attendance, punctuality, and cooperation were realistically strict. Supervisory styles at both projects were similar in that supervision was "stepped-back." In other words, there was a heavy emphasis placed on teaching the participant the requirements and procedures for task completion, and then (s)he was left to complete the day's work without further supervisory intervention unless technical or behavioral circumstances dictated otherwise. Both projects featured a supervisor/participant ratio of approximately 1:5.

  However, there was one significant difference in supervision between the two projects. The supervisors at the comparison--housing rehabilitation--project had developed an informal division of labor; one supervisor was primarily responsible for imparting work skills to participants while the other became principally responsible for disciplinary matters. This division of labor constituted a departure from customary "real world" work circumstances.

  Further, the age of comparison site supervisors was lower than that of supervisors at the test site. Informal after-work relationships between the supervisors and the participants developed at the comparison project, and these relationships sometimes resulted in worksite control problems. Comparison site supervisors did not possess "union journeyman" status as did supervisors at the enriched project; their years of experience in the trades were considerably less than their counterparts at the enriched project.

- **Interorganizational Linkages**

The comparison project had no formally established and effectively functioning linkages for purposes of post-program job placement in either a lateral or upward direction. While there were provisions for providing participants completing the program with various menial labor jobs such as lawn work, and while there was linkage with a community-based job bank that was largely regarded as ineffectual, the comparison project's work-site supervisors took it upon themselves to conduct job development on behalf of the participants. The comparison site supervisors assumed this responsibility on a strictly informal basis. At the enriched project, supervisory involvement in post-program job placement was an expectation intrinsic to the enriched linkages which were geared for participant entry into apprenticeship programs upon project completion.

Linkages developed for purposes of the enriched program entailed a network of cooperation and coordination between a community based organization, a local unit of government, various private sector firms, a vocational-technical institute, and labor organizations. The comparison project's network of linkages was simply not as extensive; it developed linkages with a consortium of local savings and loan institutions, and some public and private non-profit organizations customarily involved with youth work programs.

- **Program Planning and Organization**

Enriched program planning was comparatively more complex. It involved more numerous and extensive linkages and was therefore, more far-reaching. The enriched project's planning had to address a more complex work content and a highly intricate weave of scheduled work activity. Closer attention was given to the intricacies and nuances of project supervision in the enriched project. The enriched planning process focused a great deal of attention obtaining required permits, materials, and supplies in a timely manner.

The organization of program delivery was correspondingly more complex than that featured in the comparison project's implementation. A couple of other considerations are illustrative of the enriched project's greater complexity in the areas of planning and program organization.

Supervisors at the non-enriched setting expressed a number of dissatisfactions with program operations. First, they believed that the participants referred to

as "downtown" were often too "hard-core", meaning difficult to train. They also felt that the program agent system for responding to supervisory and participant requests for supportive services was too rigid, cumbersome, and, in fact, non-responsive.

It should be acknowledged that the comparison site supervisors were correct in their perceptions. The were dealing with participants who had not been heavily screened. The enriched project on the other hand, heavily screened disadvantaged youth who aspired to be participants. The more extensive screening techniques employed by the enriched project sponsor were organized around a process of multiple applicant interviews. The comparison project did not utilize such a procedure. The enriched screening process ensured that the applicants were seeking more than "merely" a paycheck, that they were motivated towards some personal occupational goals into which program would play a critical, developmental role.

The enriched site did not feature special wage incentives for adequate or superior participant attendance and punctuality, but the comparison site did. At the comparison site, incentives were meted out every two weeks if expectations of attendance and punctuality were fulfilled. If they were, the participant was paid $4.00 per hour rather than $2.90. At the enriched project, participants received $3.50 per hour without variation.

In summary, the higher order of complexity entailed by enrichment in terms of technical aspects, work supervision, inter-organizational linkages, and program planning and organization permits the pursuit of extraordinary program objectives and the accomplishment of a decidedly more ambitious program.

Comparative Cost Effectiveness of Enrichment vs. Non-Enrichment

Cost-effectiveness was measured in terms of the unadjusted cost-per-positive-outcome using the following formula:

$$\text{Cost-Per-Positive-Outcome} = \frac{\text{Total program cost}}{\text{Number of postive outcomes}}$$

Total program costs included voluntarily contributed labor, "strings-free" voluntary contributions from the private-for-profit sector, and public funds invested in the project. Positive outcomes included those participants who obtained

unsubsidized employment or who achieved other positive terminations, such as returning to school, entering the armed forces, etc.

In the enriched project, costs of $279,189 were incurred, achieving twenty-six (26) positive outcomes for a computed cost-per-positive-outcome of $10,378. In the non-enriched example, costs of $187,987 were incurred to obtain eight (8) positive outcomes for a computed cost-per-positive-outcome of $23,948. The non-enriched project cost-per-positive-outcome is twice that of the enriched project quite apart from other qualitative considerations, such as differential work skill acquisition, credential acquisition, and the likelihood of subsequent unsubsidized employment at union scale.

A cost-per-positive-outcome adjusted for the value of the work produced had it been procured through alternative private sector suppliers more closely approximates the real, social cost-per-postive-outcome. The procedure for applying this methodology is expressed later in the section. In short, however, subtracting a supply side-estimate of the project's labor value from the total program cost permits closer approximation of the real, social cost-per-positive-outcome. Using this procedure, the enriched project achieved an adjusted cost-per-positive-outcome of $4,685, as contrasted to a non-enriched level of $15,373. The enriched project's benefit output exceeded the resources which were input by a ratio in excess of 1.4 : 1.

In addition to costs which can be quantified, the enriched project absorbed costs which are not so easy to quantify. That is to say, the process of enrichment entails certain risks to the organizations operating the program.

For example, one risk which is entailed in nurturing linkages with organized labor is that public employment and training program personnel may not be adequately aware of labor union sensitivities. Semantic misunderstandings can develop. In the enriched project, an early faux pas consisted of a misunderstanding of the terms "foreman" and "supervisor". In most white-collar organizations, a supervisor is likely to have greater authority and status than a foreman would. Labor organizations employ the terms in the opposite manner; and the resulting terminology differences confused the negotiators when project logistics were being hammered out.

Similarly, when a labor-intensive project engages the services of more than one labor organization, the opportunity for jurisdictional disputes often presents itself since the division of labor involved in working reality is always more complicated than it is in abstract conception. The question of where carpentry ends and general labor duties begins may halt a project until an answer is found which satisfies all the parties concerned.

In addition, implementation of an enriched design requires that each participating organization will devote additional staff resources to the project for the purpose of coordinating the newly established relationships. More often than not, the additional effort must occur without commensurate staff increases. This results in a displacement of effort within the participating organizations; and other projects will be delayed, thereby incurring costs above and beyond those associated with usurping finite staff resources.

All of these potential conflicts and activity shifts constitute system stresses. Policy planners examining the desirability of project enrichment need to consider the risks and stresses involved in intensifying relationships with various organizations. As is the case in individual human relationships, the intensification of relations always entails commensurate increases in "risk," viz., an increase in the possibility of conflict or other system stress must be weighed in order to answer the question: Can we deal with the worst that could happen?"

However, there is no question that "the worst that could happen" lies in a realm which is less abstract and decidedly more troublesome than the disagreeable system stress possibilities which have been enumerated above. Conflicts - between individuals and their institutions can most often be abated in one way or another--even if the resolution is viewed as sub-optimal. Clearly, the most serious risk is the possibility that expected contributions of materials and/or essential labor will not materialize. In planning and implementing a complex, enriched work project, the required materials are likely to be expensive and their sudden, unexpected unavailability cannot always be compensated for, e.g., cost savings forced in other project aspects. Such unavailability of materials and/or volunteer labor can stop the entire project in its tracks, requiring large-scale alteration of its scope or, quite possibly, complete abandonment of the project altogether. The risk that anticipated materials and/or contributed labor will not materialize is clearly the biggest--and potentially fatal--risk entailed in conducting an enriched "sweat" work program.

Benefits to Participants Measured in Skills Acquisition

Participants at both the enriched and comparison sites entered the program possessing essentially no construction skills whatsoever. At both sites, the work experience resulted in significant skills acquisition by participants.

At the enriched worksite, participants acquired skills in at least four key activities. Upon program completion, the average level of performance was at least that of a superior second-year apprentice. This rating relied heavily upon the appraisals of union journeymen who possessed no less than a quarter century of experience in the building and construction trades.

In the non-enriched comparison project, participants were exposed to an average of three skill areas at a maximum. However, approximately fifty percent of the project's participants were exposed only to exterior painting. This is not to gainsay the substantial progress made by the comparison site participants, but the participants in the enriched program made substantially greater strides as a consequence of supervision by decidely superior craftspeople and of an enriched program content which entailed job rotation.

The relative complexity of work at the enriched project was greater than that of the comparison site aside from the fact that fifty per cent of the comparison project's participants were only exposed to exterior painting. The work complexity varied differentially and impacted participant skills acquisition at the two projects. In addition, some portion of the low-income condominium construction was done by the future owners of the units during evenings and weekends, thereby reducing the aggregate amount of skills exposure experienced by the project participants. There is greater participant skills acquisition in a successful enriched work project.

Benefits to Participants Measured in the Acquisition of Work-Relevant Credentials

Although the acquisition of work-relevant credentials is not a customary objective of program participation in a labor-intensive project, both the enriched and comparison projects recorded achievements in this area. In the enriched project, seven out of ten high school drop-outs obtained their G.E.D.'s and the three remaining drop-outs were attending G.E.D. preparation courses.

In the non-enriched project, all participants earned five credits at the local community college in a Minor Home Repair Course. None earned a G.E.D.

Both sets of accomplishments are desirable and commendable, but there is little question that the G.E.D. will have a more lasting benefit to the participants. Just as importantly, the G.E.D. served as a mechanism for participants to improve their arithmetic skills-- an essential ability, particularly in the construction trades and in working world in general.

Acquisition of the G.E.D. by participants who were high school drop-outs was at least a partial consequence of enriched linkages with labor organizations. Business agents of the union locals repeatedly stressed the importance of improved arithmetic skills if participants were to be seriously considered as candidates for apprenticeship.

Benefits to the Community Measured in the Demand Side-Estimate of the Project's Value

The enriched project yielded two principle benefits of lasting value to the public:

1. The park created by the project constitutes an aesthetic enhancement to the community which will contribute to a long-run increase in tourism.

2. The park provides shoppers with a place to take an "intermission"; and merchants can therefore expect that shopping activity in the downtown area will be expanded. The park provides people with multiple reasons to come downtown and increases the likelihood they will shop as one of their activities.

The comparison, non-enriched project yielded three principle benefits:

1. A condominium four-plex, constructed by project labor, will permit home ownership to four families who would not otherwise have had that benefit during the program time-frame.

2. Housing rehabilitation efforts afforded value improvements to the beneficiaries' living conditions and investments; neighbors' residential investments are also benefited by the non-enriched project's work products.

3. Rehabilitation of the community clubhouse preserves an historically significant structure and provides a rejuvenated gathering place for members of the neighborhood.

The researcher concluded that while the non-enriched project yields benefits of lasting value to a substantial number of families as well as to individual users of the community clubhouse, the enriched project has wider and deeper social and economic impact since the number of people benefiting from the park will be greater than the number of individuals whose homes were rehabilitated or who will use the rehabilitated community clubhouse.

Comparative benefits are clearly a product of the nature and content of the respective projects. While a judgment as to which yielded a "better" benefit is akin to comparing "apples and oranges", it can be said that a successful enriched project selects or otherwise crystallizes itself around a project which features "something for everyone" to the greatest possible extent if only because there are more people and institutions involved in reaching a consensus about what the enriched project is to accomplish.

Building the Future on Top of the Past:
Cost-Reductions which can be Expected in Future Projects

While the researcher discerned no arrangements in the comparison project which can be expected achieve future cost-reductions, cost-reduction possibilities in the enriched enviornment, while abstract in nature, are nonetheless plausible. The reasoning behind this conclusion is that enrichment does create new inter-organizational channels and expands previously existing ones in such a way that exchange arrangements, which reduce overall project costs, can prosper. Concrete examples of such trade-offs and how they work are provided later in this guidebook.

Building the Future on Top of the Past:
Expansion of Institutional Linkages

Although expanded institutional linkages are one of the means employed to accomplish the objectives of an enriched program, the linkages are also an output of enrichment.

The enriched project occurred in an environment of generally successful employment and training programs. A pre-existing network of linkages was available to the enriched labor-intensive project which was studied. However, the experience of success associated with an enriched project can enlarge the willingness of the involved principals to try new things in new ways.

Although the comparison site was not an enriched project, it developed valuable institutional linkages of its own as a function of "doing business". Notably, it developed an on-going relationship with a consortium of local savings and loan institutions with whom the project operator expects future joint ventures. A well-managed non-enriched program will develop valuable linkages in the course of "normal" non-enriched activity.

Study of the parallel projects discloses that the difference between them is the greater scope and depth of enriched organizational relationships and the associated esprit de corps which generates a sense of the community working toward common goals where that sense was previously absent or underdeveloped. This consequence is an important lasting benefit of program enrichment.

Enrichment: Yes or No?

This section of the guide provides the decision-maker with a list of considerations which should be examined in order to determine if enrichment is an appropriate course of action.

The first step in this decision-making process is to determine if a number of important environmental conditions are present. Whether these conditions are absolutely necessary to enrichment or whether they are simply "optional" or desirable is, of course, a judgment reserved for the individual decision-maker. However, the absence of these conditions in the program environment should give rise to pause. A recent study of a successful enriched project found that the conditions listed below were present and were regarded as being highly important by the key principals. The individual decision-maker who is considering the desirability or feasibility of enrichment should deliberate whether the absence of one or more of these conditions would change the cost-benefit outcomes of the project or whether, in fact, the absence of one or more of these conditions could prove disabling.

Advisory Committee Vitality

If a community has a history of robust advisory committees in the employment and training field, its odds for mounting a successful enriched labor-intensive work project are considerably greater. A committee which advises the vocational-technical institute and which does so in an active rather than "rubber-stamp" fashion can be particularly important to the enrichment process. Simi-

larly, a local manpower planning council which is vital and has successfully involved organized labor will be a boon. Gaining a quorum should seldom be difficult and tardiness and absence should be generally minimal. The vitality of advisory committees can be viewed as a barometer of the extent to which complex linkages will be possible. It is also indicative of the amount of additional staff time and effort that will be required for implementing enrichment, since it stands to reason that the wider and deeper the pre-existing involvements and inter-relationships are, the less cost will be incurred in developing and strengthening the linkages necessary to enrichment.

A Successful Employment and Training Program Enviornment

Nothing begets success like success, and an environment which features a generally successful history of employment and training programs increases the odds that project enrichment will achieve the desired ends. Critical indicators of a generally successful history of employment and training programs include such things as adequate-to-superior program administration capability; an absence or minimum of program-related scandal; comparatively successful output indicators, such as levels of placement and other positive termination; and the absence of program overlap, duplication, and conflict in the community.

Key Principals Possess Adequate Authority

Principals whose involvement is critical to the success of the enriched undertaking, such as union representatives, trade school administrators, private non-profit agency executives, etc., must have adequate power to commit their organizations. Adequate authority permits the principals to fulfill imperatives using innovative approaches to unfamiliar circumstances and problems. This condition is more than likely indicative of other ingredients which are important to success, such as good management, which is reflected in bold authority-delegation patterns, organizational enthusiasm (staff morale), and risk-taking proclivity and ability.

Broad Collective Desire to Make the Project Work

Securing the adequate commitment of influential persons must be a feasible objective. The collective desire to make an enriched project a success must be heavily buttressed by the active support of the chief elected official. Availability of adequate community pride to support a community-based effort is highly important.

Differing Organizational Policies and Procedures are Reconcilable

Enriched linkages between organizations will necessarily entail the reconciliation of incompatabilities between them. Before undertaking enrichment, the key principals must believe they are capable of reconciling organizational differences to further the project. For instance, in one case it was clear that varying personnel policies would need to be reconciled between the involved organizations in order to create "real world" work conditions at the job site. One of the major reasons that reconciliation was possible was that the involved individuals had pre-existing confidence that a spectrum of potential administrative disharmonies could be overcome with time and effort.

Penetrability of Labor Organizations

If a project sponsor intends to involve organized labor, then organized labor must at least be "approachable" in the community so that a sales pitch can be delivered with some likelihood of success. In addition, if the ranks of local unions are filled exclusively or even mainly through family ties, the likelihood of non-affiliated disadvantaged individuals being able to penetrate into the ranks may indeed be low. These considerations should be studied by the decision-maker prior to opting for union involvement in the enrichment process.

If the conditions enumerated above are believed to be substantially present, then it becomes worthwhile to determine whether enrichment would be a cost-effective undertaking. Are the payoffs of enrichment commensurate with the additional investment of resources which will be required? Developing an answer to that question involves both quantitative and qualitative methods.

A simple and direct calculation of quantifiable cost-effectiveness is provided by the following formula:

$$\text{Adjusted cost-per-positive-outcome} = \frac{\text{(Total program cost) - (product value)}}{\text{Number of positive outcomes}}$$

Total program costs include voluntarily contributed labor, voluntary "strings-free" contributions from the private-for-profit sector, and public funds to be invested in the project. Positive outcomes include those participants who obtained unsubsidized employment and those who achieved other positive terminations, such as returning to school, entering the armed forces, etc.

A conceptual design for the enriched program which roughly estimates the costs of the activity should be developed. In addition, a conceptual design for a non-enriched, comparison labor-intensive work project employing the program dimensions as outlined below should be developed.

Namely, what are the expected costs for program administration? The following should be calculated:

1. Staff salaries
2. Staff fringe benefits
3. Staff travel

(In calculating the above costs, consider how much extraordinary administrative effort will be entailed in the process of developing necessary organizational linkages. Also consider the additional days of coordination that will be involved in maintaining these linkages and in scheduling more complex work activities, supervision, and training. How many additional person-days?)

4. Subcontract and other services
5. Consummable supplies
6. Communications
7. Equipment rental and service
8. Equipment purchase
9. Building rental and utilization
10. Staff training

TOTAL EXPECTED ADMINISTRATION COSTS _____

What are the expected training costs?

1. Subcontract and other services
2. Consummable supplies
3. Equipment rental and services
4. Equipment purchase
5. Material purchase

TOTAL EXPECTED TRAINING COSTS _____

What are the expected costs of work-site supervision?

1. Supervisor wages
2. Supervisor fringe benefits

TOTAL EXPECTED WORK-SITE SUPERVISION COSTS _____

Next, the value of what will be created by the project should be calculated. One of the best ways to do this is to call an expert capable of providing an estimate of what it would cost to create the product using an alternative supplier. If possible, more than one appraisal of such costs should be obtained to ensure maximum reasonableness.

Subtract the value of the project's product(s) from the sum of expected program costs and divide this sum by the total number of planned positive terminations.

Compare the quotients to see if a significant difference exists between them in order to draw tentative conclusions about whether additional benefits accrue from enrichment and whether these benefits are commensurate with the added investment of resources.

If the numbers indicate that enrichment may be desirable, one should proceed to ponder some of the more subjective benefits that would be obtained from the enriched vs. the non-enriched project. Previous discussion identified a number of benefits that were assessed in a comparison of parallel projects. Those variables included:

1. Benefits to participants measured in skills acquisition
2. Benefits to participants measured in the acquisition of work-relevant credentials
3. Benefits to the community (the "demand side-estimate" of project value)
4. Opportunities for cost-reduction which can be expected in future projects.
5. Opportunities for further expansion of institutional linkages.
6. Benefits to participants measured in the amount of youth work-days generated by the project per $100 of public expenditure.

Contemplation of the project's expected outputs relative to the aforementioned five categories is the next step. Benefits should be added or deleted in accordance with policies and priorities.

Criterion 6 considers the relative cost per participant featured by the respective

program designs. This criterion permits a jurisdiction to weigh the value of expanding the number of participants who can be served with available resources. Alternatively, it permits the weighing the value entailed by expanding the number of days that participants would be permitted to work.

Outputs which subjective reasoning suggests could be expected should be sketched. Attach a value to these expected program consequences using a Guttman-type scaling of one through ten. An example of this process is provided on the next page using a very simple format depicting the findings of the study of parallel labor-intensive projects.

Compare the total subjective rating points which have been attached to each of the projects in order to determine if the enriched project is workable and worthwhile. Judgment should be framed in the context of the non-quantifiable system stresses or risks which could present themselves in each instance. This guidebook provided previous discussion of risks entailed by developing more intense relationships with various organizations.

OUTPUT	ENRICHED PROJECT	NON-ENRICHED PROJECT
Participant skill acquisition	Nearly all participants exposed to 4-5 skill areas; most developed 4 skills to the level of a superior apprentice	50% were restricted to exterior painting; the other 50% acquired skill proficiencies in 2-3 areas, which would place them in the zone of a respectable pre- or first year- apprentice.
	OUTPUT RATING 8	**OUTPUT RATING 4**
Participant acquisition of work-relevant credentials	High school droputs acquire the G.E.D., which has dollar value in the workplace and psychological value to the participant	Participants earn 5 college credits in minor home repair
	OUTPUT RATING 8	**OUTPUT RATING 5**
Cost-reductions expected in future projects	Project has a track record of trade-offs which have permitted greater utilization of grant resources.	None discerned.
	OUTPUT RATING 5	**OUTPUT RATING 1**
Expansion of meaningful institutional linkages	A consequence of the project was to widen and deepen linkages with discernible effectiveness.	Some financial linkages were established along with some administrative arrangements
	OUTPUT RATING 10	**OUTPUT RATING 6**
Participant work-days generated by the project per $100 of public expenditure	1.4 days	8.3 days
	OUTPUT RATING 2	**OUTPUT RATING 8**
Total Subjective Output Rating	**OUTPUT RATING 33**	**OUTPUT RATING 24**

The final step is to consider quantified cost-effectiveness results along with the subjective, qualitative judgments to decide whether enrichment is worth the additional investment of time, effort, and money.

If it is determined that enrichment is not worth it, an honest incisive analysis of the situation has undoubtedly been performed. Perhaps an opportunity for enrichment will present itself at a later time.

If it is determined that enrichment makes sense, the remainder of this guidebook provides a step-by-step description of "how-to-do-it" which has been drawn from the recent experiences of a successful project operator.

PART C

STEPS FOR THE DEVELOPMENT OF SUCCESSFUL "SWEAT" WORK PROJECTS

PART C
STEPS FOR THE DEVELOPMENT OF SUCCESSFUL "SWEAT" WORK PROJECTS

If it is concluded that the planning and implementation of a successful "sweat" work project featuring expanded organizational interdependencies, augmented supervision and training, and more complex activities and scheduling is possible and desirable, consult the step-by-step process outlined below:

Step 1: Develop and/or select an undertaking in which "everyone wins."

Step 2: After a desirable project has been identified, the process of "selling" it must continue in order to develop a widespread sense of "ownership."

Step 3: Establish a broad-based "Technical Advisory Committee."

Step 4: Ascertain the permit requirements of the project.

Step 5: Select the project supervisor and other personnel who will provide training and supervision to the project participants.

Step 6: Plan as best one can.

Step 7: Acquire materials which will be needed for the project.

Step 8: Develop the pool of applicants for the work program.

Step 9: Outreach organizations make referrals to the sponsoring organization.

Step 10: Applicants receive information on the nature of the project and their civil rights.

Step 11: Eligibility determination is accomplished.

Step 12: A conference is held with the applicant to determine his/her dreams and desires.

Step 13: Applicants who were not selected are so advised. Selected applicants are advised of applicable personnel policies. Employability development planning occurs.

Step 14: The participant goes to work.

Step 14(a): Concurrent provision for safety and first aid training.

Step 14(b): Concurrent orientation of participants to basic terminology and tools.

Step 14(c): Concurrent involvement in off-the-job education occurs, as appropriate.

Step 15: The project supervisor reviews each participant's performance with him/her every two weeks.

Step 16: Enforcement of "real world" work-site conditions is a continuous process.

Step 17: Avenues for participant placement are maintained and expanded as progress against the employability development plan is measured. Final navigation of the participant into a desired destination occurs.

Step 1: Develop or select an undertaking in which "everyone wins."

The selected undertaking should be popular with most anyone and everyone. No one should be "hurt" in the process of pursuing project construction. This advice is not offered to further a utopian ideal. It is essential to the process of developing adequate, high-level political support and priority for the project. The project should be tangible, labor-intensive, and appealing to the public.

Project planners should court support from every possible sector. They should think of as many aspects as possible in developing this support. Perhaps a project which converts existing facilities is appropriate in a cost-conscious political environment. Support for the project should be developed with private-for-profit enterprises, labor organizations, private non-profit organizations, the Chamber of Commerce, other civic organizations, professional associations, etc.

Adequate political support is essential to minimize rigid turf-protection and maximize de-bureaucratization. At sufficient levels of strength, buttressed by words and actions of the jurisdication's most influential public officials, the collective desire to succeed can and will dominate. This collective desire will effectively define disruptive petty personal aggrandizement as wholly inappropriate. However, it will simultaneously establish a free-wheeling, "wheeling-and-dealing" atmosphere in which institutional "selfishness" creatively serves the collective good. It is, of course, not surprising that high-level attention imparts a higher degree of importance to the project. The presence of this high-level attention can liberate the principals involved be they public employees, labor officials, or local business persons. It will liberate key principals to apply creative solutions to unfamiliar, unanticipated problems. The amount of non-substantive, trivial abrasiveness between organizations can be minimized when a collective desire to achieve and succeed clearly dominates.

The more authority that accrues to the vitally involved principals, the more likely it is that quid pro quos (or, "trade-off" arrangements of mutual benefit), which are normally discouraged or which are otherwise not facilitated by regular institutional channels, can be made to occur. The results can be substantial reductions in cost and substantial increases in project efficacy.

Institutions must cooperate in order to establish an atmosphere of creativity and innovation. This condition is essential because the exercise of extraordinary, extra-bureaucratic prerogatives will be necessary in an enriched context. Normal institutional channels can often prove non-responsive to complex project imperatives. Institutions must support one another in their efforts to maximize the amount of free-wheeling authority possessed by all the significant principals.

For example, one enriched "sweat" project found it necessary to routinely "bend" city bid requirements in order to acquire materials essential to smooth and timely program - flow. Flexible interpretation of requirements was within the limits of technical legality. However, exercise of interpretation prerogatives would normally be obstructed by regular administrative procedure and checkpoints. The raw assumption of power by the city's coordinator made it possible for bid exceptions to become routine and accepted, particularly in the shadow of the Mayor's active support for the project. The City's representative seized the power necessary for task accomplishment. Principals from the other institutions fully supported him in his "unorthodox" techniques. High-level political support will provide greater access to the administration's resources for bending or, if necessary, breaking rules which would otherwise thwart the progress and objectives of the project.

The careers of the individuals involved in the undertaking may doubtless be advanced if the project proves sucessful. This is not an inappropriate development; career success serves as an important, essential incentive for superior, creative employee performance. Not inconsistently, the "wheeling-and-dealing" atmosphere can build up explicit and implicit quid pro quos which healthily nurture interorganizational reciprocity and responsiveness.

Many organizations will naturally pursue their own "selfish" ends within the framework of the project and this should not be viewed with alarm. It should be viewed as an opportunity. However, administrators of the "sweat" work program must appreciate all of the interrelations which exist between the linked institutions and not simply those between the project administration and Organization A, and the project administration and Organization B. If a relationship of mutual benefit exists independently between Organization A and Organization B, this, too, should be appreciated and appropriately acted upon. For example, organized labor's commitment to a successful, responsive technical school can be heavy. Therefore, the assistance that project administration can provide to the technical school can be seen in terms of "what's good for the technical school is good for organized labor". When everyone maximizes the impact of all the favors done and received, good publicity and even stronger institutional relations will result.

In another example, the Ironworkers volunteered their labor one weekend to remove heavy equipment from a sewage treatment facility which was being converted for project use. In the process, third-year apprentices were given an additional opportunity to collect hours against journeyman requirements. The sooner the apprentices gain journeyman status, the higher their pay will be. The union organization benefits, the membership benefits, the city benefits, the work project benefits, the public benefits, and last but certainly not least, the program participants benefit - they are free to proceed with a new aspect of the project and learn new work skills. There was something for everyone in this arrangement: Colloquially speaking, the cardinal rule is "what goes around, comes around". (Later, the City gave surplus scrap iron to the Ironworkers for their training programs).

A collective desire to make the project work is essential to a successful project. The importance of this admitted truism cannot be overestimated.

Step 2: After a desirable project has been identified, the process of "selling" it must continue in order to develop a widespread sense of "ownership."

As many people as is practicable should be involved in early project planning. For instance, it is important to touch base with the contractors' association to determine if they concur that the project is public program-appropriate. Organized labor must be involved in early project planning and it is particularly essential that organized labor be fully convinced of the project's desirability.

Significant organizations should have a lot of input into the architectural plans for the project. To the maximum extent possible, such organizations should have input into the program's objectives, including those which relate to the ultimate employability and eventual unsubsidized employment of project participants. Planning details should be worked out as early as possible.

Selling the project to organized labor will be more difficult in some geographical areas than in others. Some trades will prove receptive while others may not. Program planners must appreciate the apprehensions which labor organizations may have concerning public labor-intensive work projects. On the basis of a firm understanding of these apprehensions, the project administration is urged to develop its sales strategy to the unions carefully and sensibly. The use of "front people" -intermediaries who are friendly to and accepted by both the project administration and the labor organizations-can render particularly valuable services in bridging difficult gaps.

The balance of the discussion surrounding Step 2 consists of an extensive digression concerning relations between labor organizations and labor-intensive public work projects.

Federal employment programs are often regarded as anathema by labor organizations since the programs are sometimes seen as usurping jobs which, from the union's point of view, should properly be contracted out. Federal employment programs can be seen as a threat to collective bargaining agreements if prevailing union wages are not paid. The programs are sometimes seen as undermining the strength and viability of the labor organization's apprentice program.

When a substantial number of union members are out of work, labor may believe that the public "sweat" program participants "get too much," i.e., that the participants may be better off than the union workers themselves. In fact, the union may perceive that

its own members are "disadvantaged" and should be program-eligible quite apart from what the federal regulations stipulate.

Make no mistake, however, the mission of involving labor unions in an enriched project is not impossible. A number of selling points have proven successful in interesting unions to participate meaningfully in public work programs. Five selling points are outlined below.

o The project administration should seek to develop and sign collective bargaining agreements with labor organizations which would be involved with the project.

The function of the collective bargaining agreements is to concretize relations with the unions in an unmistakable way - in a way which is familiar and comfortable to all the institutions involved in the effort. Unions believe that the correct way to determine the wage rates paid in a project is through the collective bargaining agreement. Federal employment and training program regulations usually contain a clause which prohibits the promotion of unionization or anti-unionization activity. The operational consequence of this stipulation for a "sweat" work project involving enriched linkages with labor organizations is that the project administration cannot stipulate union membership as a criterion for employment in any segment of the project. Codification of a journeyman's wages at the prevailing rate in a collective bargaining agreement reached with the business agent satisfies institutional realities while fulfilling the spirit and letter of applicable Federal Regulation. Establishment of a collective bargaining agreement can avert many problems.

o Second, the ideology of most labor organizations is certainly not inconsistent with a deep sense of civic pride.

Many labor organizations are actively and unmistakeably committed to the notion of "putting in what you take out" of a community, a concept which is central to improving community relations. Improved community relations will inure to the benefit of the union both directly and indirectly. The selling point of civic pride is neither naive nor saccharine and it can be particularly effective.

o A third selling point lies in the realm of "affirmative action."

The U.S. Department of Labor's Bureau of Apprenticeship and Training has been strongly exerting its influence to raise levels of minority and female participation in

local memberships. One labor organization in the Pacific Northwest recently reported that it was instructed by the BAT to raise its rate of female membership from five percent to thirty-five percent in the course of the next five years. Public works programs can serve as a source of new apprentices drawn from targeted populations. That the labor organizations can exert meaningful influence on the manner in which the individuals are recruited, trained, and oriented to the world of work and labor organizations is yet another plus. Selling strategies organized around affirmative action have been demonstrably effective.

- Fourth, many labor organizations are of the belief that participants in public work projects constitute a subset of the population which would most likely be recruited for non-union work.

In order to reduce the population of young people who would most likely be recruited for competing non-union work, and in order to sell the concepts employed by labor organizations and the advantages of the apprenticeship system, unions may be induced to become heavily involved in enriched public projects which give them the opportunity to propagate their perspectives.

- Fifth, designation of the work project as a "training" activity can give businesss agents a much wider latitude in the dispatching of journeymen.

Careful designation of the work project as a training activity can often permit a departure from the normal seniority scheme. This can permit a business agent to mete out rewards of personally enriching, exciting project supervisory and training positions to deserving members, which can serve to increase the attractiveness of an enriched project to local business agents.

Step 3: Establish a broad-based "Technical Advisory Committee"

Once careful selection of the enriched project has occurred and seeds of support and widespread ownership have been nurtured, a Technical Advisory Committee should be established. It should be structured in order to fulfill its major functions:

(1) Interviewing and recommending candidates for journeyman supervisor trainer positions.

(2) Provision of technical assistance on skill training components.

(3) Establishment and service as a working conduit for linkages between labor organizations, the private sector, and any and all other vital institutions which must participate in order for the project to be successful.

(4) Monitoring and assessing the work progress and training components of the project.

(5) Upon completion of the project, assisting participants to move into employment in the building trades, apprenticeship training, or some other positive outcome.

(6) Other duties as assigned by a chairperson who is widely accepted and highly regarded. This one person must clearly be "in charge". Furthermore, it is desirable that this individual have multiple affiliations. (For example, in one studied instance, a key individual was both a business agent for a major union local and an influential member of the school board as well).

The Technical Advisory Committee can and should be used to identify which institutions should perform which specific functions in the overall administration and operation of the program. For example, mechanisms for the disbursement of participant wages and fringe benefits should be established using the most fluid and efficient system available. This may mean that regular government disbursement channels should be avoided if a private non-profit alternative exists. Similarly, arrangements for the procurement of materials should be developed with a cooperating institution which features the least amount of red-tape. The Technical Advisory Committee ensures that the complex interdependencies associated (by definition) with an enriched project operate smoothly and effectively.

Step 4: Ascertain the permit requirements of the enriched project.

This step should be accomplished in a manner which draws upon the talents of the Technical Advisory Committee. For instance, is an Environmental Impact Statement required? What other permits are required? Who is going to ensure that necessary permits are obtained? Are any flexible interpretations required to begin the project in a timely manner? Who is going to "wire up" that development? The chairperson of the Technical Advisory Committee should assign specific responsibilities for seeing to it that these often tedious but nonetheless essential tasks are completed. The absence of necessary permits can stop a sizeable work project in its tracks.

Step 5: Select the project supervisor and other personnel who will provide training and supervision to the project participants.

Selection of the project supervisor and other union personnel should definitely rely on the resources of the Technical Advisory Committee, i.e., dropping an advertisement into the local newspaper's "help wanted" section is decidedly unwise. Project administrators should have a clear image of what constitutes quality, "enriched," supervision. These considerations should be explicitly expressed to the Committee.

Labor organizations must be fully convinced that only their best journeymen should be considered for supervisory and training positions. This concept can be sold on a number of bases. For most participants, first contact with the journeyman supervisor will also be first contact the trade and with the labor organization. The union wants to convey a favorable impression. Furthermore, the project can be little better than the journeymen who instruct and supervise the project workers.

It is critically important to consider the personal characteristics of the supervisors vis-a-vis those of the individuals who will be participating in the project. A recent study of a highly successful "sweat" work program for youth discerned that young participants often defined the difference between project journeyman trainers with whom they successfully related and public school teachers with whom they didn't as "the teachers don't care, but the project trainers do". "The teachers just know things out of books - they can't do". "Those who can, do; those who can't, teach". These considerations should be borne in mind when selecting project supervisors.

Successful project instructors inculcated participants with work-adequate psycho-social discipline. Interestingly, the project instructors were nearing all retirement age. They were perceived as "knowing their shit", and the training which they provided was individualized in contrast to unenthusiastic recitals to a class. To further the contrast, many participants perceived the project instructors as caring, whereas the teachers were often perceived as "merely" doing a job. By and large, the journeyman instructor was thought to be more patient and deliberate, less explosive and reactive, and friendlier.

The principle characteristics of effective quality supervision and training in a "sweat" work project setting included the following: (1) Cool-headed, competent, caring supervisors who were perceptibly interested in getting the job done, and (2) trainers who provided direct, hands-on instruction to participants in the how-to's of the trade,

but who were also tolerant of the personal beliefs and habits of the participants which were not work-relevant.

Quality supervision fosters genuine participant interest in the mechanics and details of how to accomplish things that have a physical reality. It is in the non-physical social reality of a dominant culture, from which participants can become estranged, that the opportunity for conflict and other dysfunction presents itself. Participants do not object to learning essential work techniques, nor do they resist living within the framework of work-related expectations, but they can be highly sensitive to the regulation of their personal lives or thoughts, because such intrusion is not accepted as a rightful prerogative of a social institution.

It is important to recall that project participants are often individuals who have "defied authority" in the compulsory institutions which have sought to regulate them through the inculcation of dominant cultural values. Authority can be operationalized as one person accepting the legitimacy of another's prerogative to influence him/her to do what (s)he would not otherwise do. Insofar as institutions such as the public school sought to regulate behavior which - in a non-work setting - did not have a physical reality which these youth could accept as legitimate, they did not confer authority in their perceptions, i.e., they did not accept the "socialization" prerogatives of the compulsory institutions as being legitimate.

The careful administration of quality supervision permits the establishment of authority in its physical, no-nonsense aspects. This no-nonsense aspect is particularly important since all that most participants "possess" is their personal time. These considerations are important to a working definition of quality supervision.

In a recent study, a researcher interviewed participants to learn why a successful program flowed so smoothly and why participants and supervisors got along so well. Some participants responded quite simply that "we're all crazy here". There is a sense of community which can glue the activity together without being stifling. The participant's personal "flow" is permitted and encouraged when (s)he accomplishes a socially accepted, socially applauded project. When quality, "enriched" supervision and instruction are provided to the participants, it will often be one of the participant's first experiences of being socially accepted co-existent with the free expression of his or her own personality.

Without debating whether the participants "hot" negative assertions about public

school teachers have any generalized merit, it is clear that supervisors must be chosen thoughtfully and deliberately. The considerations outlined above should be subjected to the attention of program planners.

Regardless of which specific definition of "enriched" supervision is employed, there should be no misunderstanding that the supervision must exist within a "real world" framework of expectations. Punctuality and cooperation cannot be compromised: Work hard and play hard, but departure from punctuality and cooperation means you walk.

Step 6: Plan as best one can.

Completion of Steps 1 through 5 necessarily entail a deep involvement in the "planning" process as well as involvement in the initial stages of program implementation. Needless to say, it is always desirable to plan social programs carefully. Naturally, it is not always possible to do so to the extent that is desirable. This limitation must be accepted with a minimum amount of remorse and frustration. When the number of organizations involved in a project is increased, the number of unknowns and unforeseen complications is also increased. The initial role-ambiguities involved in forging new linkages between what may have been previously diffuse ones can, in and of itself, militate against highly coordinated and detailed planning at the get-go. Trial-and-error procedures can be expected to predominate over rigid and detailed plans. The ethos can easily become one of "go with the flow". Planning time frames may consequently be shortened. In planning an enriched project, one should assuredly expect the unexpected - even more than usual.

It is important to check a number of understandings to ensure that they are appropriate. It should be assured that each individual's role is correctly understood by him/herself and by other significant people. Each individual who is actively involved in the undertaking should have the authority to commit his/her organization. It should be ensured that organizational relationships remain sufficiently fluid to permit maximum flexibility and creativity. It may be appropriate to call upon a high-level official to issue a "pre-blast-off" shot of adrenalin so that needed personnel will be free to work on the project and any developing "wars of coordination" can be nipped in the bud. This is an essential condition.

Step 7: Acquire materials which will be needed for the project.

Drawing upon the resources of the newly hired project supervisor and members of the Technical Advisory Committee as needed, the contractor should develop a list of materials and equipment necessary to the project. Ideally, project engineering consultation may be available from the local vocational-technical institute or college-/university at little to no cost to the project. All resources at one's disposal should be drawn upon.

It is useful at or before this stage of program development to have established a "construction coordinator" position which can be, and likely as not will be, situated in the involved unit of the government's administrative structure. The duties of this position would include: (1) making day-to-day inspections of work for compliance with approved working drawings; (2) making day-to-day decisions related to minor changes in the work; (3) assisting the job foreman in crew selection and writing and submission of reports; (4) assisting in the specification and acquisition of needed building materials; and (5) working as a liaison with project engineering resources in order to interpret working drawings.

In a working situation involving organized labor, it is critically important that the construction coordinator be genuinely respected by the union and its membership in furtherance of optimal relations. Discretely translated, this means that the ascribed social characteristics of this individual should augur well for a good and natural rapport with the union membership.

Actual acquisition of construction materials can be approached in a variety of ways. Contributions from the community's private sector organizations can be sought. Legal and tax incentives for private firms to make contributions to the project do exist. A sales pitch soliciting contributions will not need to point out these incentives. In fact, the firms may take exception to a sales pitch that points out tax advantages which are already obvious. Instead, an effective sales pitch can make it clear that a broad population will unmistakably benefit from the project, and that a product of lasting value will be created. Insofar as influential members of the community have been previously mobilized in active support of the project, solicitation of contributions will be facilitated.

If contributions fall short of project needs, the organization which features the simplest bid procedures may be able to serve as the instrument for materials acquisition. In any event, if the purchase of construction materials will require any federal waiver of grant requirements, one should obtain such waivers as early as possible.

Step 8: Develop the pool of applicants for the work program.

The outreach process should now begin. At a minimum, the outreach effort will include letters to the State employment security agency, to local labor unions which have waiting lists, and to other employment and training programs. Participants may be recruited using newspaper advertisements when it is appropriate to do so.

Step 9: Outreach organizations make referrals to the sponsoring organization.

Step 10: Applicants receive information on the nature of the project. They receive information concerning their civil rights under law.

Interested applicants complete a program application.

Step 11: Eligibility determination is accomplished.

Applicants are advised of the outcome of the eligibility determination.

Step 12: Multiple conferences are held with the applicant to determine his/her dreams and desires.

A close assessment of the applicant's motives should reveal that his or her intentions are consistent with the program's intent. If the program has a decided training objective, the interviewer should be convinced that the applicant wants to participate for reasons that are consistent with the objective(s). The applicant's motives for participation, in other words, should extend beyond the strict desire for a paycheck. If the applicant has sold him/herself in terms of personal goals and how (s)he sees him/herself profiting from the program, the screened applicant should be sent to the project supervisor, to whom final selection is reserved.

Step 13: Applicants who were not selected are so advised. Selected applicants are advised of applicable personnel policies. Employability development planning occurs.

The participant should rightfully be given the responsibility of taking the lead in the employability development planning process. Barriers to employment should be identified and strategies for removing these barriers should be discerned and agreed upon, and a system for tracking progress against this strategy should also be mutually decided upon.

Step 14: The participants go to work.

Scheduling the work the participants are to accomplish should be done by the project supervisor with the following objectives in mind:

(1) Completing the job on time.

(2) Scheduling the work considering the availability of necessary tools and materials.

(3) Scheduling the work so that overlap of physical space or supervisory effort does not occur.

(4) Giving each participant an opportunity to sample each trade, or as many trades as possible if a rotational component happens to be a desired feature in the program design.

(5) Scheduling greater participant involvement in areas in which (s)he has greater aptitude.

Services which are specified in the employability development plan should be provided as early as possible. There are a variety of services which can be provided to participants. A brief discussion of some of the possibilities appears below.

Step 14(a): Concurrent provision for safety and first aid training.

Safety and first aid training can often be provided by the State Department of Labor or Industrial Commission in cooperation with the nearest vocational-technical institute. The course should ideally be designed for the industrial field and include basic

first aid and personal safety procedures. The enrollment of participants in the first aid courses during the first week of work is clearly desirable. The course should meet the standards of the Occupational Safety and Health Administration and participants should receive certification upon completion of training.

Step 14(b): Concurrent orientation to basic terminology and tools.

Participant orientation to basic construction terminology can often be provided by the local vocational-technical institute under a cooperative agreement. It is useful to present a course which deals with construction terminology and the basic use of tools, including hands-on experience. It is preferable for supervisors to provide specific instruction in tool care at the job site.

Step 14(c): Concurrent involvement in off-the-job training occurs as appropriate.

The award of academic credit for program participation is incidental to the more basic benefits of participation. Efforts to secure credit award are best continued as part of an ongoing effort to broaden the definition of education, and in order to encourage local education agencies to respond to the variety of educational opportunities that clearly exist for youth in a work situation. The development of basic academic skills essential to performance of job duties should be stressed. Mathematical skills are particularly important because they are integrally involved in higher-skilled work performance.

Supervisors and participants alike should have a well-defined image of the work activities which will be learned and employed in the course of project construction in a manner which compliments any academic training being afforded the participant. By way of example, the activities learned in a recently acclaimed work project appear below:

(1) Electrical trade - use of conduit; knowledge of wire size usage; and basic - knowledge of electricity, including wattage and voltage.

(2) Plumbing trade - basic plumbing, including use of copper, polyvinyl chloride and cast pipes; knowledge of joints for water lines; hot water heater.

(3) Painting trade - surface preparation and use of brushes and rollers; - knowledge of paint; taping of wallboards.

(4) Cement work - knowledge of truing-up; trowling for rough and smooth surfaces; mixing of cement; knowledge of special conditions and set-up time(s); stepwork; jackhammer work; and patching of existing concrete.

(5) Iron work - use of rebar for cages for pier work; knowledge of demolition methods and tools in removal of piping; motors; pumps; generators; and other heavy equipment.

(6) Carpentry - use of radial arm saw; skill saw; router; electric drill; hand drill; hand saws; hammers; squares; concrete form building; and finish carpentry.

Step 15: The project supervisor reviews each participant's performance with him/her every two weeks.

Supervisory review of participant performance should be accomplished when time-sheets are completed and approved. (Personal counseling and supportive services should be provided as circumstances warrant).

Step 16: Enforcement of "real world" worksite conditions is a continuous process.

A "real world" philosophy must prevail throughout the work project at all times. If a participant is even minutes late for work, (s)he should be sent home for the day without pay. The real world ethos must prevail in order to have the desired effect, not only on the participants but on all institutional relationships.

Participants must fulfill normal work expectations if the unions are to seriously consider acceptance of them into their apprenticeship ranks at the project's conclusions. Participants must also fulfill normal work expectations if members of the community are to respect the project.

Step 17: Avenues for participant placement are maintained and expanded as progress against the employability development plan is measured. Final navigation of the participant to a desired destination occurs.

Quite simply, it is essential that the project operator maintain close contact and communication with all principals (most of whom are likely to be members of the Technical Advisory Committee) who could assist in the post-completion placement of the participant. Maintenance of close communication will ensure that the maximum number of participants are absorbed into unsubsidized employment or further education. In this regard, the job of the project administrator in keeping the overall program and its objectives "on track" with respect to the maximization of positive outcomes by optimal maintenance of institutional relations can be likened to the participant's successive approximation of his/her individual employability development plan.

The steps outlined above are intended to be generic. It is hoped that they will prove useful in the planning and implementation of enriched labor-intensive projects regardless of the specific legislation which would enable such a program.

PHOTO APPENDIX

PHOTO APPENDIX

The following photographs were taken, on-site in Bellingham, Washington. A number of them were posed.

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